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Report
**Classification of the Civil Service
of Canada**



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Canada Civil Service Commission

REPORT OF TRANSMISSION

TO ACCOMPANY

THE CLASSIFICATION OF THE CIVIL SERVICE OF CANADA

Describing the schedules for the classification of positions and the standardization of compensation, explaining their need, basis, and use and the method of their preparation, and including a discussion of the problem of personnel in the Civil Service of Canada with recommendations for a comprehensive employment policy and plan.

BY
ARTHUR YOUNG & COMPANY
Chicago—Toronto—New York



OTTAWA
J. de LABROQUERIE TACHÉ
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
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OTTAWA, June 9th, 1919.

To the Honourable

MARTIN BURRELL,

Secretary of State,

Ottawa, Ont.

SIR,—The Civil Service Act of 1918, extending as it did the jurisdiction of the Commission to the entire Civil Service of Canada, simultaneously imposed many important tasks on the Commission. Among these were the classification of the Outside Service, the standardization of compensation, the preparing of plans of organization for departments, the organization of the Commission's own staff, the preparation of regulations, the handling of voluminous departmental requests and reports, and the examination of applicants for the recruiting of the Civil Service at a time when the demands on it were very great. The Commission organized by establishing an Administration Branch, an Examination Branch, and an Organization Branch in order that the work might be divided. The work of classification and standardization was considered most pressing because the other work of the Commission was largely dependent on its completion.

In order that the Commission might not be distracted from giving its attention to the current needs of public business, it decided to retain special temporary assistance for its Organization Branch to make the investigations and formulate the recommendations upon which a classification might be based. Inasmuch as this work was of a permanent character and of the highest value to the country, and as the time element was most important, it was considered inadvisable to attempt to train a special staff for this temporary purpose. After a thorough canvass of the professional field, the Commission found that the firm of Arthur Young & Company was engaged in this highly specialized line of work and well able to furnish experts of the kinds and numbers needed. It was found that this firm maintained an organization of civil service specialists, employment experts, efficiency engineers, and accountants, thoroughly experienced in classification work, is of high standing in the United States and Canada, has been established in business for some twenty-five years and was retained over a period of years by the British, French, and American governments on important commissions.

The staff thus secured was assigned to work with the permanent staff of the Organization Branch under the general direction of the Commission. Its work was carried on according to principles and policies approved by the Commission, and each step in the programme was considered and sanctioned before it was taken.

The recommended schedules for the classification of positions and the standardization of compensation in the Civil Service of Canada as prepared by this staff and our Organization Branch are now complete, and are submitted for your consideration.

In explanation of this classification we transmit, herewith, a report Parts I and II of which constitute a record of the considerations that led to the undertaking of the work and the principles and methods involved in carrying it on, and contain a description of the schedules themselves. Appendix B contains a sketch of recent classification work in a number of the more important English-speaking communities.

In presenting this proposed classification, we recommend that the same be printed and submitted to Parliament for ratification, as required by the Civil Service Act of 1918; and that the report in explanation of the classification be printed separately, and that it be distributed to the Senators and Members of Parliament in order that they may obtain some idea of the basis and purpose of classification, and the general principles on which it has been carried out. This report should also be printed for general distribution, as it constitutes a work which should prove of inestimable value in educating the public to an understanding of the important and drastic changes which have taken place in the administration of civil service laws in the last two years.

Part III of this same report contains a series of observations and suggestions, including certain proposals as to civil service procedure dealing with the employment problem in the Canadian Civil Service. We transmit these comments with the idea that they will prove of interest and value as representing an outside point of view. It is not to be inferred from their inclusion in this report that the Commission endorses all of the suggestions made. While a number of the ideas advanced coincide with our policies others are such that their adoption at this time would not in our opinion be practicable.

The Commissioners desire to add that they cannot speak too highly of the faithful and efficient manner in which this work has been done by the staff placed at the disposal of the Commission by Messrs. Arthur Young & Company. While it is realized that the classification is not entirely free from defects, the fault does not lie with this staff, because of the fact that sufficient time could not be taken to complete the work in as thorough a manner as had been hoped. However, what defects may be found to exist, can be remedied from time to time, as need arises, and provision therefor has been made in the proposed amendments to the Civil Service Act.

In conclusion, the Commissioners feel that the adoption of this classification will be of permanent value to the country, and that the expenditure which has been incurred in connection therewith is a judicious measure, and one which will ultimately result in a noticeable saving of the public money.

We have the honour to be,

Sir,

Your obedient servants,

W. J. ROCHE,
M. G. LAROCHELLE,
C. JAMESON,

Commissioners.

OTTAWA, June 1st, 1919.

To the CIVIL SERVICE COMMISSION OF CANADA,
Ottawa, Canada.

SIRS,—In August, 1918, we undertook at your request to prepare recommendations for the classification of the Civil Service of the Dominion of Canada. Subsequently we were asked to prepare recommendations respecting the compensation for each class of employment, the qualifications to be required of applicants, the principal lines of promotion to be observed within the service, and the necessary details of administration.

Our several recommendations while in tentative form have been discussed from time to time with your Commission. The final schedules have now been completed and are transmitted herewith under separate cover as Appendix A to this report, entitled "The Classification of the Civil Service of Canada."

As a necessary step in securing the required information as to the duties and responsibilities of all places of employment in the civil service, the internal organization of each department was analyzed and charted. These charts are also transmitted herewith as exhibits of the size and complexity of the governmental structure. They are bound separately and entitled "Departmental Organization Charts."

In our report of transmission in the following pages, we explain the form and contents of the classification and compensation schedules contained in Appendix A, discuss the theory and method of their preparation, and offer concrete recommendations for their maintenance and use. We have also thought it well to preface these remarks with a resumé, for purposes of record, of the considerations that led to the undertaking of the classification and the principles which your Commission has approved from time to time for the guidance of those engaged in the work.

In the course of our investigations we have naturally become more or less familiar with employment conditions in the service, with the employment methods and personnel requirements of departments, with the point of view of civil servants of all ranks, and with the administrative problems of the Commission. You have requested that a statement of our findings and impressions in respect to these subjects, and particularly of our conclusions and recommendations, be laid before you and we have accordingly included in this report, as part III, a general discussion of the problem of personnel in the Civil Service of Canada.

Moreover, in our analysis of the work of departments and individuals, we have noted many conditions with regard to organization and methods of procedure which offer promising possibilities for improvements that if made would in our opinion lead to substantial reductions in the costs of

conducting the public business. These data are on record for the use of your Commission in carrying on its efficiency and economy work in the several departments under the provisions of the Civil Service Act.

At this point a brief recapitulation of the desirable results that should follow the adoption of a classification such as that now laid before you may be in order. It will remedy the confused conditions now existing in respect to the relation of pay to work. It will insure the same pay for the same work. It will carry this uniformity throughout the service regardless of department lines or geographical location of work. It will make possible the advancement of pay of an individual within proper limits for increased efficiency in the same position but will call a halt on seniority advancement out of all reason when there is no real change in duties and consequently no increase in usefulness to the government. It will furnish a practical basis for promotion by drawing sharp lines between classes of positions differing in their importance and responsibility. It will insure higher compensation for those selected for the higher positions because best fitted, and for no others.

The classification, properly administered, will do all of these things, but even they are not in our opinion the most important benefits to be expected. It will be of invaluable aid to Parliament in making a discriminating application of public funds to the several agencies of government. The use of a generally accepted nomenclature for the designation of positions, each title carrying with it a definite concept of the kind and value of the employment designated, will make it possible for departments to prepare their estimates in a way that has not hitherto been feasible. Parliament in considering departmental estimates of organization requirements can concentrate its attention if it desires on the need of the specific classes and exact numbers of positions requested instead of considering merely lump sums or attempting to deal with individual salaries. When it has satisfied itself as to the real organization needs, the automatic application of the approved schedules of compensation to the classes of positions authorized will naturally lead to uniformity and consistency in salaries.

Furthermore, the Commission with a classification at hand picturing in detail the service that it is called upon to recruit, will be able, as it has not been hitherto, readily to inform the public of opportunities in the government service, systematically to seek out desirable applicants, to devise effective and practical tests for determining their relative fitness, to employ similar scientific methods for filling positions of the higher ranks, to ascertain individual efficiency, to control compensation, and to effectively regulate transfers, lay offs, and other employment processes.

This resumé of the benefits to be derived from the work would not be complete without some reference to the by-products that will come from the Commission's investigations. Such facts as have been brought out as to opportunities for the elimination of unnecessary work, for the reduction of overlapping and duplication, and for the establishment of a more efficient relationship between the work done and the pay-roll cost ought certainly not to be disregarded.

It has been possible to maintain a high pitch of enthusiasm throughout the course of this often tedious work. In laying the results before you we feel that we should record the fact that this has been due to the attitude constantly maintained by your Commission. Our instructions have in no case called for anything but the strictest and fairest application of right principles. They have never suggested any compromise of such principles in favour of any group or individual or in support of any existing conditions or practices that were considered bad. The leadership and counsel of your Secretary have been a continuous inspiration. In the light of this progressive attitude and the interest we have seen displayed by those in the service, high and low, we feel certain there will be no backward step in civil service administration in Canada.

Yours faithfully,

ARTHUR YOUNG & COMPANY,
by E. O. GRIFFENHAGEN.

PART I

THE CLASSIFICATION OF THE CIVIL SERVICE

OUTLINE.

(a) Definitions.

(b) The need and purpose of classification—a discussion of the considerations that made a classification of the Civil Service imperative.

(c) The basis of classification—a record of the principles approved by your Commission for the guidance of those engaged in the work.

(d) A description of the classification schedules—

1. The title of the class.
2. The definition of the class.
3. The examples of duties.
4. The statement of qualification requirements.
5. The suggestions regarding lines of promotion.

(e) A brief explanation of the method of preparing the classification schedules.

(f) Recommendations regarding the administration of the classification.

(g) A discussion of the considerations involved in fixing the status under the classification of employees now in the service.

PART I

THE CLASSIFICATION OF THE CIVIL SERVICE

DEFINITIONS, NEED AND PURPOSE, BASIS, DESCRIPTION OF SCHEDULES AND METHOD OF PREPARATION, MAINTENANCE AND ADMINISTRATION, APPLICATION TO THE PERSONNEL.

Foreword: Without an efficient personnel in the public service the most carefully constructed organization and highly perfected methods of procedure will not serve their purpose. An efficient personnel cannot be secured or retained unless the principle of fair play as exemplified by the maxims, "equal opportunity for all," "reward only for merit," "the same pay for the same work," are given practical day by day application. In a later section of this report we enumerate and discuss the administrative measures that are necessary to insure the actual application of these principles to individual cases. We point out that a classification of the positions in the civil service comes first. In this first part of our report we will, therefore, take up the general subject of classification and particularly the classification schedules proposed in a separate volume entitled "The Classification of the Civil Service of Canada," referred to hereinafter as Appendix A. Contents of Part I.

(a) Definitions:

In speaking of the "Civil Service" in this report we use that expression to mean the aggregation of civil offices and places of employment in the several departments of the government. We refer to each individual office or place of employment as a "position" and take it for granted that each position involves specific duties and responsibilities calling for some person's attention for their performance or exercise. By a "classification" of the civil service we mean a grouping of the positions (not the incumbents) according to some logical and systematic scheme that will bring together into the same group all positions involving work of like character and responsibilities of like importance. We refer to these groups of similar positions as "classes" and proceed on the assumption that all positions in a class are properly subject to common treatment from the standpoint of selection and compensation and other employment processes. Meaning of Civil Service.
Meaning of classification.
Meaning of class.

(b) The Need and Purpose of Classification—a discussion of the considerations that made the classification of the Civil Service imperative:

Several reasons for classification.

There were several reasons why the classification of the civil service was necessary as a preliminary step to any adequate attempt to administer the Civil Service Act of 1918. These ranged all the way from the express provisions and implied requirements of the Act to the general dictates of good civil service practice. In the following paragraphs we explain some of the more direct and important of these reasons.

1918 Act called for classification of Outside Service.

First: The Civil Service Act of 1918 specifically called for a classification of the "Outside Service." Section 52, (1) provides:

"The Commission shall, as soon as practicable after the passing of this Act, prepare schedules containing lists of the positions and the duties and salaries attached thereto and the salaries and increases or other remuneration that in the opinion of the Commission are necessary and proper, and, upon the approval of the same by the Governor in Council, and by resolution passed by both Houses of Parliament, such schedules shall come into operation."

At least fifty thousand positions (about eighty-five per cent) of the approximately sixty thousand coming under the Act are in the so called "Outside Service." No investigation, analysis, or classification of this service that would give the Commission a basis to work on had ever been undertaken. It was clearly the intention of Parliament that these fifty thousand positions should be studied and classified as the first step in the application of the extended Civil Service Act. The classification submitted herewith constitutes such an analysis and complies in a practical way with the requirement that "the positions and the duties and salaries attached thereto" be "listed."

Necessary as basis for selection of appointees.

Second: If the provisions of the Act with regard to the examination of applicants were to be carried out, a classification was absolutely necessary. The primary function of the Civil Service Commission is, of course, to recruit the service by selecting from among all persons available those who are best fitted to fulfill the duties of the respective positions to which they seek to be appointed. The first clause under the side-heading, "Duties of Commission," Section 4 (1) (a), reads:

"To test and pass upon the qualifications of candidates for admission to and transfer and promotion in the civil service,"

and in section 38, part III, the matter of tests is prescribed in the words:

“appointments to positions in the civil service shall be by competitive examination which shall be of such a nature as will determine the qualifications of candidates for the particular positions to which they are to be appointed.”

Obviously the Commission cannot pass on the qualifications of candidates to fulfill the duties of particular positions unless they know what the duties of those positions are. If they are to wait until a vacancy is to be filled to ascertain the duties not only will a serious delay be introduced but a separate test of applicants will have to be conducted for each vacancy, which is an absolutely impracticable method. Only by a system of classification by which positions having substantially the same duties and calling for the same qualifications are grouped together can examinations be held in advance and lists of qualified persons (eligible lists) be secured and maintained. Then when vacancies occur, appointments can be made without delay from those whose names are on the appropriate list and examinations need be held only when lists need to be replenished.

Third: The provisions of the Act respecting the organization of departments also impliedly called for a classification of positions. Section 9 part II of the Act requires the Commission, after consultation with department heads, to prepare plans for the organization of each department of the civil service, and particularly provides in clause 4, page 5:

Organization of departments cannot be prescribed without a classification.

“If, after such organization and classification has been effected, the number of officers, clerks, and employees in any portion of the civil service, or in any class or grade thereof, is greater than the number allowed under such organization, the remainder shall be supernumeraries.”

Clearly if the Commission is to indicate what classes of positions and what numbers of each class are required for the work of any department, it must be able to refer to a classification and scheme of nomenclature by which the duties of given classes are prescribed and designated.

As an example, let us assume that the Commission has analyzed the work of a certain branch and found it to be partly statistical, partly engineering, partly legal, and partly clerical. It is not in a position to specify the positions to be allowed for the handling of such work if it has no classification to refer to in preparing the budget of positions. With the classification at hand it could say that the branch should comprise, say, 1 Chief Clerk, 1 Principal Clerk, 14 Junior Clerks, 3 Junior Statistical Clerks, 1 Junior Departmental Librarian, 1 Messenger-Clerk, 2 Statistical Clerks, 2 Clerk-Stenographers, 1

Example of a budget of positions.

Clerk-Typist, 1 Junior Law Clerk, 2 Draftsmen, and 1 Mechanical Engineer. Each of these designations would have a meaning uniformly accepted throughout the service by all departments and each class of position thus designated would carry a recognized scale of compensation and call for certain well understood qualifications.

Classification
a basis for
uniformity in
compensation.

Fourth: A classification was absolutely necessary if uniformity in compensation for the same work was to be brought about. In the discussions in part II of this report the need for a standardization of salaries is brought out. That rates of compensation should be uniform for the same character of employment is, we believe, generally conceded, and if this conclusion is accepted, it follows that there must be some classification of kinds of employment in order to bring together those deserving of the same pay.

Standardized
terminology
essential to
civil service
administration.

Fifth: Practically all of the remaining considerations making a classification of the service essential from the view point of civil service administration are embraced in the one requirement that there must be an accepted uniform nomenclature for the designation of the positions that make up the service. Perhaps the best way to make this clear is by examples. The Commission, in order to carry out the spirit and letter of the Act and of its regulations and rules, must apply its regulations to specific cases. If the Commission were without a standardized nomenclature to avail itself of, in what way would it deal with such matters of daily routine as the following:

In matching up
vacancies and
eligible lists.

A requisition is received from a department for the filling of a vacancy. The Commission has certain lists of eligibles. But from which list should the prospective appointee be selected? With only a vague idea of the duties to be performed by the incumbent of the position, the Commission is confronted with two alternatives: (1) It may make a selection on the basis of the information at hand and run the risk that the person selected will lack some essential qualification and be rejected entirely or render unsatisfactory service; or (2), It may delay the appointment until additional information can be secured and acted upon. Obviously either course is impractical from a working standpoint. If every position were classified immediately upon its establishment according to a previously adopted classification scheme, if each examination were held for the securing of persons eligible for a certain class of position, then a vacancy in any given position would naturally be filled from the list of those persons who have proved themselves qualified to fulfill the duties of that class.

Controlling
transfers.

As a second example, suppose it is desired to move an employee from one position to another and the Commission is asked to approve this transfer. Without any classification of the positions from and to which the employee is to be moved

it will require a special investigation by the Commission to determine that the change is not in the nature of a demotion, involving an injustice, or a promotion, in violation of the competitive spirit of the merit principle, or a transfer to an entirely different line and character of work for which the employee is not necessarily fitted. With a classification to refer to, the Commission can see from the departments' requests whether the positions are of the same class, in which case the transfer is obviously to be approved, or belong to a different class, in which case the appropriate rule of the Commission will apply.

The utility of, and the need for, an accepted uniform nomenclature is not limited to the transactions that involve the Civil Service Commission alone. It applies also to records of estimates and appropriations. It can readily be appreciated what a great aid it would be to the departments to have a standardized and generally understood terminology for use in setting up their organization requirements for the coming fiscal period, and how extremely helpful it would be to the appropriating body to compare these estimates from year to year, or as between departments for the same period, if the form were such that kinds of positions were clearly specified in easily comprehensible terms having a definite and uniform meaning throughout the service as to duties, qualification requirements, rates of compensation, and the like.

Definite terminology necessary to give meaning to estimates and appropriations.

(c) The Basis of Classification—a record of the principles approved by the commission for the guidance of those engaged in the work:

Certain principles with regard to the basis and method of classification were agreed upon at the start between the Commission and the staff engaged in the work. They are restated here as a matter of record.

Principles of classification.

1. That the duties and responsibilities appertaining to a position should be the criteria for determining the classification of the position because these attributes constitute the fundamental characteristics that distinguish the position from other positions and because all of the purposes of classification will be served by a grouping that will bring together positions involving substantially the same duties and responsibilities.

Duties the basis.

2. That positions involving substantially the same duties and responsibilities call for practically the same qualifications as to education, experience, knowledge, and skill in their incumbents and that for this reason such qualification requirements, dependent as they are on the work to be performed, constitute an auxiliary basis for determining the proper classification of a given position.

Qualification requirements an aid to classification.

3. That neither the degree of efficiency with which the duties of a position are being carried out by the person who may be

Efficiency of incumbent has no bearing.

filling it, nor the qualifications such person may possess or lack, nor the pay he may receive, nor any other fact dependent solely on his individuality, shall be considered as having any bearing on the classification of the position in question.

The "class"
as the unit.

4. That the simplest practical grouping of positions should be adopted that will serve the purposes for which the classification is needed: that in conformity with this principle the unit of classification should be a group (called a "class") embracing all those positions in the service, regardless of departmental lines, that involve duties and responsibilities which are substantially the same.

(d) A Description of the Classification Schedules:

Classification
made up of
schedules.

The classification as submitted herewith as Appendix A is made up of a number of schedules, one for each of the classes into which the positions comprising the civil service of Canada have been grouped.

The schedules are arranged in alphabetical order by class titles, that is, in dictionary form, making an alphabetical index unnecessary. Certain vocational names, such as accountant, engineer, librarian, have been inserted in their proper places, followed by lists, for class reference purposes, of the titles of classes involving the related kind of employment. These cross references, together with the classes referred to in the lines of promotion, will enable any one interested in finding opportunities for the exercise of his particular talents and skill to discover the classes of positions in which these opportunities exist.

To each class schedule is appended a schedule of compensation, as fully discussed and described in part II of this report. The class schedule proper is made up of the following elements:

Composition
of schedules.

A title, constituting the official designation of the class; a definition of the class, being a general statement of the scope of the class and the duties pertaining in common to all positions properly coming within the class; examples, sometimes included, listing specific kinds of work to make the general definition more applicable to a given case; a statement of qualifications, representing the minimum requirements that applicants should meet; and suggestions regarding principal lines of promotion. Each of these elements will be briefly discussed in its turn.

The class
title.

1. The Title of the Class: Each class is given a definite designation known as the "Class Title" and this title appears in bold-faced type at the top of each schedule. It is to be used wherever and whenever it is necessary to refer to the class of any position in the service. Employees occupying positions in any given class automatically assume the title of the class. Titles are, as far as possible, suggestive of the kind of work

performed by the incumbent of the position and at the same time as far as possible indicative of the rank. The title "Senior Statistical Clerk" is a good example. The word "Clerk" indicates the general nature of the work, the word "Statistical" indicates the kind of specialization, and the word "Senior" indicates rank and responsibility. Many titles also indicate the place of the position in the civil service organization. For example, the title "Senior Customs Clerk" indicates the kind of work, the rank, and both the kind of specialization required and the departmental location. As a general rule, titles have been restricted to the minimum of words consistent with good practice. In many cases, however, it has been imperative to sacrifice brevity in order to secure suggestiveness and accuracy. In general, the indication of departmental location is regarded as a less important consideration than brevity. Existing and well recognized titles have been retained wherever this could be done without destroying the consistency of the title plan.

Construction
of titles.

2. The Definition of the Class: The first paragraph of each schedule is entitled, "Definition of Class." It contains a statement of the duties that appertain in general to all positions to be embraced by the class—that is a statement of its scope and application. The first clause is nearly always a broad statement of the duties common to all positions that properly come within the class, together with some phrase designed to make clear to what extent these duties are performed independently, or under more or less close supervision, or under the general direction of a superior. When necessary this clause is followed by subsidiary clauses explanatory or in amplification of the first general statement and sufficiently detailed to make it possible to distinguish between the scope of the class in question and that of all other classes, and to furnish clues by which any additional positions which may be created from time to time may be classified in conformity with the original scheme. These additional clauses also serve to distinguish a given class from other classes having duties which are substantially similar, but which call for a greater or lesser degree of proficiency on the part of their incumbents. Supervisory responsibility is always indicated by a statement as to whether the supervision of employees of the same or lower ranks is involved. In every case the statement of duties concludes with a clause designed to cover duties not specifically mentioned. Where necessary the definition includes statements indicating whether the duties of that particular class of position require the undivided attention and full time of incumbents and mentions other points such as the time of year or season when the duties are to be performed.

Definition of
the scope of
each class.

Construction
of definition.

Examples of aid in applying the classification to any specific position.

3. The Examples of Duties: As a general rule the statement of duties in the definition covers only those duties common to every position within the class and then describes them only in general terms. A paragraph is therefore added in many schedules giving specific examples of duties pertaining to one or more of the positions included within the class but not necessarily involved in all of them. These examples are intended to amplify and if necessary make clearer the scope of the class. They set forth those tasks commonly found connected with positions of the class. These examples should afford valuable assistance to those charged with classifying additional positions which may be created from time to time. It must be borne in mind, however, that these examples are neither inclusive nor exclusive. No one position would be likely to involve the performance of all the kinds of work indicated.

Minimum qualifications applicants should possess.

4. The Statement of Qualification Requirements: The next section of the schedule, under the heading, "Qualifications," is a concise statement of the approximate minimum qualifications as to education, experience, technical knowledge, special skill, or physical fitness which any person should possess to receive consideration as a possible appointee to any position within the class. These qualification requirements are not intended to set up the attributes necessary for the most satisfactory performance of the duties of the position. On the other hand, these minimum standards are not intended to bar out any considerable class of persons who could conceivably perform the duties of a class with any reasonable degree of efficiency. The qualifications are usually indicated in the following order:

Education.

First, the approximate amount of actual schooling necessary, such as "education equivalent to high school graduation."

Experience.

Second, the amount and kind of experience required, together with indications as to where it must of necessity have been gained, or should preferably have been gained, or in what manner it could best be gained. A typical example is "at least six years of postal experience in a supervisory capacity, preferably in the railway mail service."

Technical knowledge.

Third, the degree and kind of specialized knowledge, such as "thorough knowledge of canal and waterway design, construction, and maintenance."

Special aptitude.

Fourth, the kind of manual skill required, such as "ability to make neat, accurate, and complete plans and drawings from notes or sketches."

Fifth, the particular kinds of native ability desirable, such as "demonstrated ability to address the public" or "ability to make original investigations."

Sixth, in some cases, the particular physical attributes required such as "good eyesight" or "excellent physical condition." Other requirements.

Seventh, the personal attributes desirable, such as "unquestionable integrity" or "tact and good judgment."

Eighth, in some few cases, the age requirements.

5. The Suggestions regarding Lines of Promotion:

Following the qualification requirements, and under the heading "Principal Lines of Promotion" is to be found an enumeration of the classes of positions from which candidates would logically be sought for appointment to positions of the class in question, and also an enumeration of those classes of positions for promotion to which incumbents of positions of the class in question would naturally be considered as eligible. With regard to these suggestions, the following points are worthy of particular attention. Classes next higher and next lower are enumerated.

In the first place they are suggestions only and not intended to be complete or final. Numerous classes of positions to which promotion might be made could be added, and the policy of the Commission may be to extend rather than to restrict eligibility. The theory and practice of promotions as an employment function of the Civil Service Commission are treated fully in part III of this report. The Commission should define eligibility in the announcement of each promotional examination. Suggestions not complete.

Second, the indicated lines of promotion do not always recognize departmental limits. Naturally, in many departments doing specialized work, such as the Post Office Department, promotion in regard to most classes of positions naturally restricts itself to the confines of the department, but in the generalized classes such as those of a clerical nature, the classification makes possible promotion from one class to a higher class regardless of whether the vacancy happens to be in the same or in other departments, provided the candidate shows by an adequate test that he is qualified to perform the work in another department. Promotion not confined to departments.

Third, the suggested lines of promotion both to and from a given class have been worked out at considerable labour as an additional refinement not hitherto attempted in classification work. It should operate to the great benefit of the service by stimulating the ambition of employees and showing them the direction in which their opportunities lie.

(e) A Brief Explanation of the Method of Preparing the Classification Schedules:

In the months during which our staff and the Organization Branch of the Commission have been engaged in the detail work

of classification, the technique has come to be familiar to all concerned. A resume of the principal steps in the procedure is given here only for the information of those who have not been in touch with the work.

As soon as the fundamental principle that the classification of positions be based on their duties had been agreed upon, steps were taken to secure the basic data required. It was felt that the three people who would know most about the duties of any given position would be the employee called upon to fulfill them, his immediate superior responsible for their assignment, and the department or branch head in general charge. Accordingly it was decided to send to all employees questionnaires calling for a statement of their regular duties, the apportionment of their time to the several items of work, and their place in the organization, and incidentally to obtain certain personal data that would throw light on employment conditions in the service both in the past and at the present time. It was provided that these questionnaires should be scrutinized, verified, and if necessary corrected by the immediate superior, and finally approved by the department head.

The plan was to secure the pay-rolls for each department of the civil service and send the questionnaire to each of the employees named thereon. An exception to this procedure, and it was an unfortunate one, was made in the case of groups of those employees whose duties were considered by their superiors to be substantially similar. As a short cut in such cases, questionnaires were sent only to one or two employees in these groups, the idea being that the returns obtained in this manner would be typical of conditions in the whole group. A recheck in the near future for the purpose of bringing the classification up to date and applying it to the personnel of the service will, of course, eliminate any inaccuracies that this method may have introduced.

The process of issuing the questionnaires was slow: first, because of the difficulty of getting complete pay-rolls; second, because of the wide geographical distribution of the employees; and third, because of the many and separate branches involved. For similar reasons the collection of the cards consumed considerably more time than was expected. Only in a few cases was the work handicapped by a lack of interest on the part of department officers.

The organization of each department and branch was charted after an investigation designed to determine the general arrangement into branches, divisions, and sections. Valuable assistance was rendered by departments in detailing men to assist in this work. These charts were usually discussed with the deputy head or other proper officer, amended where necessary, and finally

in every case approved by the deputy head concerned or some representative designated by him. An authoritative picture of conditions in each branch of the service was thus secured.

The individual cards describing each position were then read over and discrepancies, ambiguities, exaggerations, and deficiencies investigated and adjusted in so far as time and facilities would permit. Throughout the whole of this work it has been a source of great regret to us that the time allowed for completion and the extra cost involved would not permit your Commission to authorize extensive field investigation. Nevertheless, we are certain that there has been no class of employees overlooked and no serious deficiencies in the data upon which the schedules for classification and compensation have been based. The only effect of the limited opportunity for personal examination has been to make the recheck contemplated as a part of the work of fitting the classification to the present personnel so much the more necessary and more important.

After all the available information regarding a position had been recorded, all of the data were carefully considered and a tentative classification adopted for each position in the service. Step by step thereafter the classification of positions in each department was narrowed down to the minimum practical number of distinctive groups. When this point had been reached the tentative definition of the duties and tentative suggestions as to qualification requirements, and so forth, for each of these classes of positions were drawn up.

At this stage departmental lines were eliminated from further consideration and all of the classes in the various departments were grouped in general divisions on a basis of the vocation, profession, trade, or line of work involved. Each one of these groups was then taken in hand by an expert in that special field of employment and schedules were drafted for each of the classes in the service assigned to him. Each of these drafts included a class title, a definition of the duties, together with examples when necessary, qualification requirements, and suggestions as to lines of promotion. After due consultation these drafts were perfected and the final schedules as they appear in Appendix A were drawn. The preparation of the schedules of compensation, as described in part II of this report, then followed.

(f) Recommendations regarding the Administration of the Classification:

The schedules contained in Appendix A hereto provide for the classification of every position in the civil service (except in certain excluded departments and parts of departments) as of the time of the first canvass of the service in September, 1918. All such positions were classified accordingly and their

Appendix A,
classifies the
service.

classification is a matter of record. Since September, 1918, however, there have been numerous changes in organization and many positions have been altered, others abolished, and new and additional positions have been created. There have also been many transfers and substitutions in personnel and consequently the lists of individuals occupying the positions of the several classes and affected by the classification are not up to date.

Classification must be applied to the present personnel.

The next step before your Commission is therefore to apply the classification to the service as it exists today and thereupon immediately to set up the machinery by which each new or additional position will be promptly classified, each altered position reclassified, each change in personnel recorded, and the classification of the service thus kept currently up to date. We recommend the following procedure for the accomplishment of these results.

Suggested procedure for maintaining classification.

1. Maintain a record for each position and employee in each branch. Show the classification, by use of the exact class title, given to such position. The record should take the form of a card.

2. Provide that departments shall report immediately all additions and separations affecting their respective pay rolls and all material changes in the duties of positions.

3. Provide that each report of an addition shall show whether the appointee is (a) to replace an employee previously occupying the position without material change in duties and, if so, the name of the last employee, or (b) is to fill an additional position newly created.

4. In the case of an appointment to replace another employee without material change in duties, enter the same class designation on the new employee's card as was recorded on the previous employee's card; this is a mere change in incumbency and calls for no addition to or change in the classification.

5. In the case of an additional position newly created, require a report setting forth the duties of the position and thereupon proceed to classify it under the appropriate class schedule, or, if the position is different from any heretofore classified, amend the classification to provide for it.

6. Provide that departments reporting any material change in the duties of a position of a nature to affect the classification thereof shall attach a statement of the new duties. Thereupon proceed to reclassify the position if the change in duties is found to warrant it.

Legislation needed.

The above procedure will serve not only to keep the classification of the service currently correct but will enable the Commission to maintain "service records" that will show at all

times the names of employees in each department and branch, the official classifications of their positions, their pay, and their service histories. The necessary forms and the details of this record keeping system will be laid before the Commission upon request.

We have discussed with your Commission, in the course of the work, the nature of the legislation necessary in our opinion to empower the Commission to maintain and administer the classification.

The staff necessary for the purpose should be part of the Organization Branch of the Commission. There should be at least one "classification investigator" in this Branch for each fifteen thousand positions and at least two additional "organization investigators," all under the Chief of the Branch. Technical experts will of necessity have to be called in temporarily from time to time to assist this staff in special studies and installations. The functions of this staff should include the following:

The staff
needed and
its functions.

1. To examine into the duties and responsibilities pertaining to additional positions as they are established and to classify such positions.

2. To investigate positions the duties of which have been materially altered and, if necessary, to reclassify such positions.

3. To make investigations necessary to the disposition of questions raised regarding the classification or reclassification of positions.

4. To propose such additions or amendments to the classification or compensation schedules from time to time as may seem necessary or desirable.

5. To keep an accurate record in graphical chart form of the plan of organization of each department.

6. To keep lists of the classes and numbers of each class of positions authorized for each department and branch.

7. To make recommendations regarding the estimates of departmental requirements.

8. To suggest improvements and economies from time to time in the organization and methods of procedure of departments.

(g) A Discussion of the Considerations involved in Fixing the Status, under the New Classification, of Employees now in the Service:

Ordinarily a person appointed to a position in the civil service by the authority of the Civil Service Commission is at the time of appointment either expressly or impliedly given certain rights as to position, salary, future right to transfer or promotion, or any or all of these while in the service. Prior to the passing of the Act of 1918 employees appointed to the Inside Service if appointed permanently were given rights to practically any position provided the salary came within the salary limits of the grade to which their qualifying examination applied.

Meaning of
"Civil Service
Status."

Persons appointed temporarily presumably were given no rights except to the particular positions to which they were appointed pending such time as a permanent appointment might be made. There has in the past been no uniform rule with regard to the status of employees appointed to the Outside Service in the absence of any comprehensive civil service legislation covering that field.

How status
is determined
under new
plan.

The procedure proposed under the new classification reported herein is that employees shall hereafter be examined for, and appointed to, positions of a specified class and shall assume by reason of their certification all of the rights (and only the rights) prescribed for that class as to salary, transfer, promotion, and other working conditions and opportunities.

The problem we wish to present and discuss here has to do with the fixing of the civil service status of employees now in the service if schedules similar to those submitted in the Appendix A are adopted and each position in the service is officially classified in one of the classes thus approved.

It is understood that this question is subordinate in importance to the larger problem of determining the real need for the positions in which the employees are found at the time of reclassification.

Fixing status
of present
temporary
employees.

Let us consider first the temporary employees in permanent positions. There are three possible plans.

1. Continue to consider them as temporary and fill their places as soon as possible by appointment from eligible lists resulting from regular competitive examinations.
2. Give them permanent status in the positions in which they happen to be found at the time of the taking effect of the classification; that is, "blanket" them in, to use the customary civil service term.
3. Authorize the Civil Service Commission to determine their qualifications to hold the positions in which they happen to be found at the time of the taking effect of the classification—a non-competitive examination being employed for this purpose—and to replace those not qualified.

We are inclined to recommend against plan 1 on the grounds of impracticability. (It must be admitted, however, that, if the merit system were to be applied retroactively it would be the correct method.) The expense of examinations, the unfairness to outsiders (many of whom would be competing with little chance of success against men already familiar with the duties of the positions for which the examination was being held), the disruption of the business of departments, and the disturbance to the service generally if large numbers

of employees were to be replaced, and other practical considerations should probably control.

We also recommend against "blanketing in" all temporaries as likely to burden the service with people selected at a time when the choice was limited and many perhaps selected for reasons that should not govern if only the good of the service were to be considered. It has, however, the advantage of being simple.

We would be inclined to recommend plan 3 and provide that the fitness of temporaries be first ascertained. It has the merit of flexibility and it does provide that the interests of both the service and the employee will be taken care of. We have had an opportunity to peruse an able brief by a member of the Commission on the subject of temporary employees in which he arrives at practically the same conclusion by a different route, basing his finding on legal precedents and an interpretation of parliamentary intent.

The case of permanent employees is we think more simple. Of these there are two kinds, at least as far as the problem herein discussed is concerned: (1) those who are now holding positions of a grade corresponding to that of the examination that brought them into the service; and (2) those who are holding positions that are, as it were, out of grade. Our opinion would be that regardless of which of these groups permanent employees are in they should be given status by ruling of the Civil Service Commission (or perhaps by Parliamentary enactment) in the class of position in which they are found as at the time of the taking effect of the classification. It should be provided, however, that they should not suffer a reduction should their salaries be higher than those pertaining to the positions in which they are to be reclassified under the new salary schedules. We admit frankly that this policy is based on the common law of "possession" and crystallizes the results of the good or bad fortune of employees under the old conditions. A fresh start must, however, be made some time. Such experience as we have had in attempts to trace back the civil service histories of employees and to fit their present standing to the circumstances of their original appointment leads us earnestly to advise against the plan.

Fixing status
of present
permanent
employees.

Temporary employees in temporary positions do not constitute a problem. The temporary positions themselves do however constitute an acute situation which calls for constant vigilance on the part of your Commission. We see no way in which the unjustifiable multiplication and unnecessary continuance of so-called temporary positions and hence of temporary employees can be discovered and checked except through the activities of the Commission's Organization Branch.

The programme of departmental reorganization work outlined by the Commission calls for (1) the ascertaining of the requirements of each branch and office, (2) a measuring of a fair day's work for each class of employee and (3) after comparison of these two quantities, a determination of the staff needed. Only in this way can efficiency and economy in departmental business be secured.

PART II

THE STANDARDIZATION OF COMPENSATION IN THE CIVIL SERVICE

OUTLINE

(a) A description of present conditions with regard to the compensation of positions.

(b) A discussion of the considerations that led to the standardization of compensation at this time.

(c) The principles and policies adopted as a basis for the recommended schedules of compensation.

(d) A description of the schedules of compensation.

(e) Recommendations for the administration of schedules of compensation.

(f) A discussion of the considerations involved in determining the salary status, under the new schedules of compensation, of employees now in the service.

PART II

THE STANDARDIZATION OF COMPENSATION IN THE CIVIL SERVICE

(a) A Description of Present Conditions with Regard to the Compensation of Positions:

The state of affairs with regard to the compensation of positions discovered in the course of the classification work was exactly that which invariably develops in any service administered under a decentralized system and without regard for sound and scientific employment principles. In fact, we cannot more accurately describe the situation than by quoting the remarks on this same phase of the subject made by the Public Service Commissioner of Australia in reporting on the classification of the Commonwealth Public Service effected by him in conformity with the provisions of the Commonwealth Public Service Act, 1902: .

Chaotic
conditions.

"It was found that . . . the conditions of employment, the rates of pay, and the special emoluments and concessions granted, were so diversified that an immense amount of time was absorbed in ascertaining and critically analyzing the many questions which necessarily arose in the preparation of a properly related scheme of classification." "To have classified the Service on the assumption that an officer's existing designation could be accepted as an indication of the nature of his duties and responsibilities would have created serious anomalies and injustice, and have made confusion worse confounded. Before the actual work of classification could be entered upon, a large amount of information bearing upon the diverse conditions existent . . . had to be collated, and some semblance of order evolved out of what was practically a chaotic condition of affairs."

We will indicate the more serious types of injustices, extravagances, and anomalies that were found to exist.

Certain
classes
underpaid.

Numerous cases of an incorrect relation between the work and the pay were discovered—many affecting individuals, many affecting whole groups. We have discovered large groups of faithful, industrious, competent, and in some cases highly qualified employees who are as a class underpaid. In many cases among these classes, the securing of the necessary qualifications has entailed a long course of study with its attendant expense, or close application over a considerable period of years in mastering the details of specialized departmental

procedure with the resulting unfitness for any other kind of work, practically enslaving the employees to this particular underpaid specialty. The disproportion to other classes is very evident.

Results of
seniority
advance.

The practice of advancing employees on the grounds of "long and faithful service" year after year although there is no change in the nature of the work to be performed has led to a disproportion of striking character between the salaries of positions and their duties. It is common to find highly qualified professional men with years of practical experience in their particular departments in receipt of less than half the salary paid to many employees engaged in routine clerical work that has not at all increased in importance and difficulty during twenty years, while the fortunate incumbents of such positions have by dint of longevity and the exercise of only average industry seen themselves advanced to the highest figures on the salary roll.

It is among the positions held by such employees that the most conspicuous examples of overpayment are to be found. In a certain group of eleven employees whose salaries range from \$2,600 to \$3,500 there is not one who from the very nature of his duties is not precluded—admitting that he has the will and the highest personal qualifications as an individual—from returning to the government in service even a reasonable fraction of the value received in the way of compensation.

Serious lack of
uniformity.

The lack of uniformity in pay for the same work is a most serious condition from the standpoint of civil service morale. It is by no means exceptional to find groups of employees engaged in work which, both from our personal observation and the statements of the employees themselves and of their superiors, is evidently identical for all, and is at the same time paid for at widely differing rates. In one branch is to be found such a group of employees, two of whom receive \$600, one \$900, one \$1,200, two \$1,300, and one \$1,350. The replies to the questionnaires submitted by each of those employees were in all cases word for word the same, and careful investigation only served to establish their accuracy. In another branch are two employees whose duties, responsibilities, hours of work, and personal qualifications are identical. One receives \$600 a year, the other \$1,800.

Salary
grading a
cause.

The practice of recognizing a salary grading rather than a duties classification has been responsible for many anomalies. Many a competent civil servant has been appointed to a position of importance and responsibility at a salary limited by his civil service status determined at the time of his entrance examination. Others have been assigned to simpler duties but have drawn the same pay as before—too high for their work. Finally, changes in economic conditions and the relative value of different kinds

of work have thrown the generalized salary grading schedule badly out of balance.

The old grade to grade examination policy is responsible in many cases for preventing an employee who exercises considerable supervision and is peculiarly successful in and well fitted for the performance of his duties from receiving the same compensation as those under his immediate direction and instruction. To get a higher salary he must have passed an examination—not on the work of the higher position as it should be—but an examination of a certain academic character which he could not negotiate, due very probably to the fact that his work left him no time to prepare for it. We have one case in mind where an employee earns \$1,000, while of the 55 employees under his supervision two receive \$1,400, one \$1,300, two \$1,200, and several \$1,100.

Examination
system a
cause.

Considerations of humanity are often a prolific source of overpayments. When it is not possible to retire a faithful employee of advanced age on a pension, at least not in a way commensurate with the value of services rendered by him in the past, the only solution appears to have been to retain him at the maximum salary attained by him in his official career. We have in mind one case—an official of advanced age who at present though practically incapacitated is still retained at a very substantial salary and assigned purely nominal duties.

The instances cited above refer to employees who endeavour conscientiously to earn every penny of their salaries, and are personally men of the highest moral calibre. It would, unfortunately, be possible to multiply examples of appointees of another stripe who have no scruples in holding sinecures and drawing salaries, large or small, for doing nothing.

Sinecures.

(b) A Discussion of the Considerations that Led to the Standardization of Compensation at this Time:

When the work of classification was undertaken the necessity of developing recommendations as to individual schedules of pay for all classes of positions was first discussed. A close examination of Section 52 of the Act and an appreciation of the state of chaos into which the salaries of the service had fallen, as brought out by the evidence secured through the questionnaires, were the considerations that led to the early extension of the work to embrace the whole problem of uniform and equitable compensation.

Section 52 of the Act reads in part:

“The Commission shall, as soon as practicable after the passing of this Act, prepare schedules containing lists of the positions and the duties and salaries

attached thereto and the salaries and increases or other remuneration that in the opinion of the Commission are necessary and proper. . . ."

Required by
section 52 of
the 1918 Act.

This section was construed as calling for the fixing of adequate rates of remuneration for all classes of employment and the preparation of schedules of compensation considered proper to apply in future to positions in such classes.

Necessity to
correct
injustice.

Even had this express provision of the Act not made this program mandatory, it is certain that the anomalies, injustices and extravagances discovered in the compensation allowed for certain employments, and the unjustifiable differences discovered in the salaries attached to substantially similar positions, would have led to the preparation of recommendations for the improvement of these conditions.

Essential to
Civil Service
administration.

Furthermore, it is generally conceded that no Civil Service Commission can be expected successfully to recruit a service or control promotion or transfer in a service unless salaries have been standardized. The Commission must be able to announce the pay of the positions for which it seeks applicants; it must say to the eligible first appointed that those lower on the list will not be appointed at a higher salary; it must be able to prevent unfair salary discrimination through transfer between departments enforcing different scales; it must insure higher pay to employees who qualify for higher places; and it must deny higher pay to employees whose duties have not changed.

(c) The Principles and Policies Adopted as a Basis for the Recommended Schedules of Compensation:

It was found to be necessary, in connection with the preparation of recommendations for the schedules of compensation to apply to the various classes of positions, to make certain preliminary assumptions and to adopt certain principles and policies. It was necessary to decide whether these schedules were to be prepared on an idealistic or on a practical basis; to relate to pre-war conditions or take account of present costs of living; to conform to prevailing rates or provide the income theoretically necessary to the best good of society. Those bases that were finally adopted and upon which the schedules are founded, are set forth here. No fair consideration can be given to the recommendations unless the bases be borne in mind. Those with whom the final decision as to the adoption or amendment of these proposed schedules rests, knowing the basis upon which they were prepared, will be able to make intelligent adjustments if they disagree with the correctness of the principles and the wisdom of the policies.

1. That rates of compensation should be uniform for the same work. This means the same hours and the same pay should apply to all positions of the same class and automatically to the incumbents of such positions. The technical meaning given to the term "class" under the classification is fully explained in part I of this report. Uniform rates.
2. That rates of compensation should be relatively right for different classes. In the case of classes involving the same vocation, trade, profession, or line of work this means that the relationship should take into account the relative importance of the employments as measured by the duties and the responsibilities involved and the extent and degree of experience, knowledge, and skill required for their fulfillment. In the case of classes of positions in different fields, this means that they should bear the same relation to classes of positions in other fields that has been established in the business world as between the respective vocations, trades, professions, and lines of work. Relatively right.
3. That the pay for each class of employment should be equitable, that is, fair to the employee and fair to the taxpaying public. Equitable rates.

Fairness to the employee requires that the compensation should permit him to maintain a standard of living that will make for the good of society and posterity. In the case of the lowest ranks of the service, the compensation should be adequate to attract into the service young men and women without family responsibilities but of a training and capacity that will enable them to become of future value to the service and to themselves.

The interests of the worker thus provided for, fairness to the taxpaying public requires that the compensation should not materially exceed that paid for similar service by enlightened employers in the general industrial and commercial world. Any excess over such prevailing average is in the nature of a special subsidy with which no group should be favored. Furthermore, fairness to the public requires that in comparing the compensation paid for services to the public with those paid in the business world for similar services, the relative advantages and disadvantages of public and private employment, such as permanency and continuity of tenure, hours of work, holiday and sick leaves, and related factors, should be taken into account.

4. That the schedules of compensation should provide for an absolute minimum and an absolute maximum and intermediate rates in this range. The minimum is to be that compensation to which an employee should be entitled immediately upon his appointment, it being assumed that he is qualified for the place. The maximum compensation is to be the Salary range.

figure representing the limit of usefulness which the employee, no matter how experienced or efficient, can reach by reason of the limitations inherent in the employment. The intermediate rates are to make possible a regular advance from the minimum toward the maximum as an employee's proficiency, and consequently the value of his services, increases.

5. That the salaries proposed should not be based on the depreciated value of the dollar of the present time as measured by the abnormally high costs of the necessities of life that have developed as a result of the war. Conditions are now not stable, economic conditions the world over are in an unsettled and uncertain state, and to found a salary revision on what may prove to be temporary conditions might involve the necessity of a downward revision when conditions return toward the normal. On the strength of these considerations it was decided to base the general level of the salary schedules on what would have been normal conditions for 1918 had the tendencies of the period prior to the war continued and had the war not occurred.
6. That, for certain classes at least, a special war bonus should be paid to employees in addition to the salaries provided by the schedules.

No attempt
to conform to
extraordinary
conditions.

Bonus to be
added.

The application of the principles set forth in paragraphs 2, 3, and 4 above (namely, those providing that salaries should be uniform and equitable and should permit a range between a minimum and maximum) required not only the most careful analysis of the work involved in each class of employment and of the conditions in each department and in the service as a whole but also of salaries prevailing throughout Canada and of employment conditions in private and in other public services. The ideas and suggestions of the department officials, particularly with regard to the relative importance of employments, were diligently sought and given great weight. All of the resources of our large staff and all of the data accumulated in the course of previous undertakings in public and private service were drawn upon. The Department of Labour gave valuable assistance and many industrial, commercial, and financial concerns throughout Canada provided statistics that were of great use. In the appraising of any given position or class of positions all factors were taken into consideration. The resulting recommendations may be considered to embody not only all available facts but the best professional judgment of the entire staff engaged on the work.

Relative
rather than
absolute
basis.

There will be critics who will select one class of employment and question the correctness of the schedule of compensation proposed and in dealing with this one class it will be very difficult to prove that their opinion is wrong and that the recommendation is right. Any really useful work that contrib-

utes to the welfare of man or the progress of the world can of course through a plausible course of argument be shown to be of a higher value than that at which the practical world has appraised it. All that can be said therefore as to the correctness of individual schedules is that the whole classification with the recommended standards of compensation constitutes a conscientious attempt to appraise positions on a relative basis according to the best facts available and in conformity with the prevailing opinion of the economic world. .

In connection with a consideration of the policies set forth in paragraphs 4 and 5 above (namely, that the schedules should not be based on the present abnormal costs of living) the following facts will be of interest.

A curve drawn on the basis of statistics compiled by the Department of Labour for the average weekly budget for a family of five including items of foodstuffs, fuel and light, and rent based on retail prices and showing the actual variations in the prices of these commodities from 1900 to 1918 revealed the following tendencies: From 1900 to 1908 there was a fairly uniform advance in prices; from 1908 to 1915, although prices continued to advance the rate of increase was somewhat less than during the preceding period with a downward tendency during 1914 which, for rent, was pronounced. By 1915 the war had begun to be felt and the curve showed a very rapid increase. It was assumed that if war had not intervened the curve would have continued after 1912-1913 at about the same rate of increase as during the years 1908-1914. On this assumption, the curve was extended with a uniform slope to its intersection with the 1918 ordinate which point was taken as a "normal" condition for 1918.

Tendency of
cost of living
before the war

It is also interesting to note that while in the past statistics show that the cost of living in the western provinces was considerably greater than in the eastern provinces, since 1913 this difference has become gradually less until in 1917 the two were practically identical. It was therefore not considered necessary to set up different rates of compensation for employees in these respective sections of the country. In the case of very remote points where the cost of living is out of proportion to that obtaining in the rest of the country, a maintenance allowance in addition to the regular rate of compensation or a special rate of compensation was provided for.

(d) A Description of the Schedules of Compensation:

For the great majority of classes, the proposed schedule of compensation has taken the form of minimum and maximum rates with a number of intermediate rates providing for the advancement in pay of the incumbents over a period of years. The number of the intermediate steps and the size of the intervals

Range for
majority of
classes.

have been determined after consideration of the amount of compensation involved and the probable tenure of service of the average employees in the class of employment. Both monthly and annual salaries have been shown. The form of the standard set-up of these data is as follows:

" Compensation:					
"Monthly: \$	150	160	170	180	190
"Annual:	1800	1920	2040	2160	2280

Several forms
of set-up.

This standard schedule has been in a number of special instances varied in form as necessary to suit certain classes of positions. In the determination of the form for any particular class, consideration has been given to such factors as the scheme of pay in use, the character of the employment involved, the location of the positions, and the facts as to full time or part time service, and as to allowances furnished in addition to regular salaries or wages.

Short
ranges

In a few cases the intermediate rates have been omitted, only the minimum and maximum being shown. This form of schedule has, however, been used only when a very short range was necessary, as in the case of Junior Railway Mail Clerk, where the incumbent learns the work quickly and is then eligible for the next higher position.

Schedules with
no maximum.

In connection with a few of the high grade positions, as in the case of Geologist, Civic Adviser, and so forth, the schedule has shown a minimum only, the figures being followed by the words "and up"—for example, "\$3,300 and up". This form of schedule was provided on the assumption that only certain picked men could fill positions of the class, and that greater leeway than is made possible in the usual form of schedule should be provided in order that the appointing authority might have power to pay such rates as may be necessary to secure and hold the desired talent.

Flat
rates.

In some few cases, merely a flat rate has been prescribed. This practice has been followed only in those classes where information upon which accurately to appraise the work of the position was not available. In such cases the salary received by the present incumbent has been temporarily adopted. This practice has been followed especially in the case of positions in the Yukon.

Prevailing
rates to apply
in certain
skilled trades.

For certain classes of positions especially in the skilled trades no rates of compensation at all have been set. In these cases it was provided that "Prevailing rates shall apply".

Rates for
short periods.

Where employees are hired by the week, day, or hour, a flat weekly, daily, or hourly rate is given.

Part time
positions.

For certain part time classes, such as Dispenser (Indian Reserve), where the positions are relatively unimportant and

the amount of time required in their performance depends entirely upon the conditions existing at the Indian Reserve in question, the compensation was set up as follows:

"Annual: \$25 to \$120 per year for part time work, depending upon the amount of time required.

In cases employees are called on for only occasional service, the compensation is indicated thus: "\$4 per day as required."

In case only part time service is rendered by some of the incumbents of positions in a class, a note reading as follows has been appended to the schedule for the class:

"For part time service the compensation shall be in the same proportion to the above rates as the number of hours worked to standard working hours."

Where the importance of the position from a salary standpoint was determined not only by the duties and responsibilities but also by the class and size of the unit involved—that is, the office, port, ship, division, district, or the like—it was necessary to classify the units in order properly to work out the salary rates. One example will suffice—namely that for Master (Patrolling Steamer). Whereas it is obvious that the position of master of a patrolling steamer involves similar duties and responsibilities in relation to other classes of positions on the same ship, the importance of the position varies according to the size of the ship and in this particular complex case, according also to the body of water in which the ship is operating. The compensation schedule is as follows:

"COMPENSATION:

"Monthly (during the season of navigation):

—	Minor Inland Waters			Great Lakes			Coastal Waters		
1st class steamer....	125	130	135	140	145	150	160	165	170
2nd class steamer.....	110	115	120	120	125	130	140	145	150
3rd class steamer.....	95	100	105	100	105	110	120	125	130
4th class steamer.....	80	85	90	85	90	95	100	105	110

Allowance: Subsistence while aboard ship, or on non-subsistence boats \$35 per month for subsistence.

NOTE: During the closed season of navigation, 50 per cent of the above rates shall be paid.

So far as possible the schedules of compensation have taken into account all the remuneration for the class of employment, including both salary and allowances. In cases where such additional compensation has been furnished, the nature and, where possible, the amount or value of this additional com-

pensation has been shown after the word "allowance" following the compensation schedule. Most allowances, such as house, subsistence, rations, and so forth, are given the employee in addition to the salary rates set up. In some cases, however, where the majority of the incumbents of the positions of a class do not receive an allowance, the salary range has been set up to provide full compensation and the schedule therefore prescribes that the value of any allowance received by certain incumbents shall be deducted from the salary.

(e) Recommendations for the Administration of Schedules of Compensation:

In this section we will discuss the method of applying standard salary scales in the regulation and control of the pay of individual positions and employees. Such salary scales have been worked out in dollars for each class of the service as explained in this report and as presented in Appendix "A" hereto, but whether these figures, amended figures, or substitute schedules are finally adopted by Parliament, the principles of their administration should be the same.

1. That each position, as it is established, be classified as explained in the section of this report having to do with the administration of the classification itself. (See section (f), part I.)

2. That the compensation of each position be determined by the schedule of compensation prescribed for its class.

3. That whenever a vacancy in a position is filled, the salary of the appointee be determined by the terms of the compensation schedule applying.

(NOTE: In the next section (section f) we will deal exclusively with the problem involved in adjusting the salaries of employees found in the service, at the time of the taking effect of the classification, to the new schedules.)

Considering the typical or standard schedule first, the one that shows a minimum and maximum and certain definite intermediate salary rates—we believe that the laws and the regulations of the Commission should provide:

Schedules to
control
salaries.

Appointment
at
minimum.

Increases.

First, as to the starting salary, that an employee appointed to a vacancy in a position of a given class shall receive the minimum salary prescribed for that class.

Second, as to advance in salary, that an employee in a position of a given class may be advanced from the minimum salary to the next higher salary rate or from any intermediate salary rate to the next salary rate, provided he has served at his present rate for such period as may be specified for the class or all classes by the law or by the regulations of the Civil Service Commission, and provided that the advance is recommended by the deputy head and approved by the Commission after the Commission has satisfied itself by any method that it may deem

adequate that the employee has attained and maintained a satisfactory standard of efficiency and has increased his usefulness to the service.

In the case of a schedule of compensation that does not provide intermediate rates or does not provide maximum rates, the power should be given to the Commission to determine in each case on the same principles as set forth above whether the proposed advance in pay is justified; whether it is made with due regard for merit and does not discriminate against other employees of the same efficiency and seniority in the same class; and whether the time elapsed since the last advance in pay is such as is properly and customarily required.

Third, as to the maximum salary, that an employee who has reached the maximum salary rate prescribed for his class shall not be increased to a higher rate while serving in that class. Maximum limits.

Fourth, that an employee transferred or promoted from one class to a class of different or higher rank (that is, carrying a higher salary maximum) shall be appointed to the position of the new class at the minimum of the new class, provided that his salary at the time of transfer or promotion is not higher than such minimum, and if it be higher than such minimum, then at the next intermediate rate of the new class higher than the rate at which he is then being paid. Salary change upon promotions.

Fifth, that the minimum working hours for each class of position in each portion of the civil service be prescribed by the Commission, to be approved by the Governor in Council before becoming effective, and furthermore that the Commission by regulation, also to be approved by the Governor in Council, set forth the conditions under which, and the rates at which, department heads may compensate employees in certain classes of positions where it is necessary for employees habitually to work beyond the regular hours prescribed because of the nature of the department's business.

We have discussed with your Commission the statutory clauses that, in our opinion, will be necessary to give the Civil Service Commission authority to adopt regulations for the control of salaries along the lines proposed above. The Commission's regulations and its office rules should be sufficiently detailed to make clear the time and manner in which the recommendations for increase should be reported by the deputy heads, the forms to be used to give the Commission the necessary information as to seniority and efficiency, the manner of advising the financial and auditing authorities of approved changes, and the manner of recording changes on the records of the Commission. Legal provisions.

(f) A Discussion of the Considerations Involved in Determining the Salary Status, under the new Schedules of Compensation, of Employees now in the Service:

Problem of
adjusting
present
salaries.

In this section we shall discuss the effect of the adoption of the new schedules of compensation on the salaries of employees now in the service. We will assume that the Commission has adopted a policy based on some one of the possible plans discussed herein (See section (g) part I,) for determining the status of present employees under the new classification. We shall consider here in what cases, if any, and the manner in which, the salaries of employees thus reclassified are to be adjusted to the limits and schedules prescribed for the respective classes in which they are placed.

Three
phases.

Employees may be concerned in any one of three ways; their salaries may be less than the minimum prescribed under the new classification, their salaries may come within the range, or their salaries may exceed the maximum.

Employees
at less
than new
minimum.

In the case of employees who are now paid less than the minimum prescribed for the class in which they are placed under the new scheme of things, there are two possible alternatives. They can be left where they are to work their way up to the minimum in the course of months or years, or they can be immediately advanced to the minimum rate. We unqualifiedly recommend the second plan. The whole theory of the standardization of compensation is based upon the assumption that if an employee is considered as fitted to hold a position, he is deserving of at least the minimum rate prescribed for that position. To adopt this principle and not to apply it to an individual case would constitute an injustice. Nor do we believe that any distinction as to the application of this policy should be made as between permanent and temporary employees. If the right to hold a position at all is granted it should carry with it the right to the minimum salary.

The only question involved in the case of employees whose present salaries fall within the range prescribed under the new salary scale is when and how their salaries shall be adjusted to one of the specific intermediate rates provided by the schedule.

The third case covers those employees whose present salaries are above the maximum prescribed for the classes in which their respective positions have been classified. We believe it would be hard to defend any reduction in the salaries of such employees and we would recommend against any such reduction. It would be wrong in our opinion to penalize an individual at this time for the faults of an old system. We believe, however, that it would be even more difficult to justify any future increase in such cases.

PART III

A DISCUSSION OF THE PROBLEM OF PERSONNEL IN THE CIVIL SERVICE OF CANADA WITH RECOMMENDATIONS FOR A COMPREHENSIVE EMPLOYMENT POLICY AND PLAN

OUTLINE

(a) The place of the problem of Civil Service personnel in the administration of government.

(b) A theoretical analysis of the problem of personnel.

(c) A statement of the essential features of a complete employment plan for the Civil Service of Canada.

(d) The scientific selection of employees for original and promotional appointments.

(e) The training of employees.

(f) The ascertaining of the individual efficiency of employees.

(g) The advancement in pay and promotion in position of efficient employees.

(h) The removal of inefficient employees.

(i) The retirement of incapacitated employees.

(j) The lay off of unnecessary employees.

(k) The working conditions and welfare of employees.

(l) The establishment of a means of cooperation between civil service employees and the government as their employer.

PART III

A DISCUSSION OF THE PROBLEM OF PERSONNEL IN THE CIVIL SERVICE OF CANADA WITH RECOMMENDATIONS FOR A COMPREHENSIVE EMPLOYMENT POLICY AND PLAN.

Foreword: A classification of positions and a standardization of rates of compensation are admittedly only the foundations of a complete system of Civil Service administration. The two first parts of this report deal only with the completion of the plans for these foundations. In this third part we will deal with the structure itself, and discuss those policies and measures that seem best adapted for the solution of the employment problem in the Canadian Civil Service. In the course of this discussion we shall also comment on existing employment conditions and practices with which we have familiarized ourselves in the course of the classification work. We hope this synopsis will be helpful as presenting a picture of the field that must eventually be covered if the administration of the Civil Service is to conform to the best modern practice, and as an appraisal, from an outside viewpoint, of what has been accomplished to date, what the present needs are, and what should logically be taken up next. We have endeavoured to support our proposals by concrete suggestions as to the method of putting them into effect.

Classification only the foundation.

(a) The Place of the Problem of Civil Service Personnel in the Administration of Government:

The development of the science of management in the last ten years has done much for clear thinking on administrative problems by standardizing terminology and clarifying concepts. Perhaps we may be pardoned if we introduce this discussion of the Civil Service employment problem with a brief statement of the distinctions that have come to be generally recognized.

The terminology of the modern science of management.

The term "management" is taken to mean the process of directing and utilizing human skill and effort to secure a desired result. The desired result naturally depends upon the nature of the enterprise. In the case of the Government of Canada, it is to administer the laws of the land in the interests of the people. We may assume that the ideal of management is the attainment of the maximum efficiency and economy in this process, and we will endeavour in this analysis to set forth specifically, and to set up in their proper relation to one

Meaning of management.

another, those practical requirements that must be met if this ideal of administration is to be realized. It will be found that a distinct group of the requirements have to do with employment matters.

From the above statement of the problem of efficient and economical administration it is obvious that it may be considered as having two distinct phases. The first has to do with the "organization" and the "system" through which the human energy is to be directed and utilized, and the second has to do with the securing of the "personnel" that possesses the "skill" of the kind and can put forth the "effort" of the quality needed to supply this energy.

Meaning of
organization,
and system.

As to the first phase of management, by "organization" we mean the general scheme by which the functions of government or any department or branch are distributed to divisions or subdivisions and further assigned to individual positions of prescribed numbers and kinds in the form of specific duties and responsibilities, and by which working relations and lines of authority are established among branches, positions, and employees. By "system" we mean the routine method of procedure by which a given function is to be carried out and which specifies the nature of the operations and activities and their proper sequence. The plan of procedure or "system" is the controlling factor in the determination of the internal organization of a department or branch. If the system is cumbersome and inefficient, the structure (the organization) will naturally be unnecessarily large and expensive.

The
employment
problem.

As to the second phase—the human element—when the system of doing things that will best serve the interests of efficient and economical management has been determined upon, and when the organization necessary to operate this system has been defined, the human agents must be secured to make the organization a living thing. This is the employment problem or the problem of personnel. To restate it, the problem is to man the organization (after its form and requirements have been prescribed), from among all available candidates, with those persons best qualified for the respective positions, and to provide for their adequate compensation and just treatment, for the advancement of the most efficient, and for the removal or retirement of the inefficient.

In the following section this problem will be analyzed and the elements of a comprehensive employment system will be outlined.

(b) A Theoretical Analysis of the Problem of Personnel:

We will first attempt to analyse the problem in its theoretical aspects as a basis for the determination of the practical step necessary to its solution.

It is desired to provide the organization, and to keep it provided, with a personnel that possesses the skill and that will put forth the effort necessary to handle the work under a predetermined organization. This task obviously has two parts, "securing the skill" and "securing the effort." Skill is used in the broad meaning of proficiency in either mental or manual pursuits.

The ideal solution of the first of these tasks would be the "economical" acquisition of the "maximum" skill. Three distinct requirements are involved. The idea of economy implies the relation between the remuneration to be paid and the degree of skill required, and this presents the first specific problem, namely, the determination of the right compensation for the positions to be filled. That is the first problem.

Securing the skill.

Standardized compensation.

The skill at the disposal of the organization is made up of the skill possessed by recruits at the time of their appointment, plus the subsequent development for which experience and training in the service are responsible. The second and third requirements are, therefore, (1) the selection of persons best qualified to perform the duties of the position to which they seek to be appointed and (2) the subsequent training of such employees while in the service to the end that they may become progressively better fitted.

Scientific selection.

Training.

Those employment problems that relate to the securing of effort are more complex; they involve the systematic promotion of the personal endeavour of the members of the organization to the end that they will industriously and effectively apply their skill. The agencies available for the promotion of the efforts of employees are numerous, and an enumeration of these agencies will serve as a basis for the analysis of this phase of the employment problem. All methods will fall under one of two general heads, the "supplying of incentive" or the "removal of resistance."

Securing the effort.

Incentive supplied by the management may take the form of a reward or a punishment; the initiative of the employee himself is the result of a combination of unselfish motives best covered by the word "loyalty." Any advantage accruing to the employee as a direct or indirect result of his application to duty is a reward, and the incentive supplied by assured reward for demonstrated merit is undoubtedly the most efficacious. The simplest form that such reward may take is sure tenure of employment and assured participation in the privileges of employment. The second form is advance in pay, and the third is promotion in rank. Promotion should be the most desirable form, because it carries with it not only increase in compensation but opportunity for future greater increase.

Incentives to effort.

Reward.

Punishment Hope of reward is a positive incentive; fear of punishment is a negative one. The latter can of course be supplied by depriving the employee to be disciplined of the opportunity for a positive reward. The most drastic and most effective form of punishment is permanent removal from the service, the next is a temporary removal in the form of suspension, and the least effective is the entry of a demerit or a charge against the efficiency record of the employee that will tend to decrease the likelihood of his receiving higher pay or promotion to a higher rank.

Loyalty. The incentives that originate with the employee, which may be collectively referred to as loyalty, can be strengthened only in indirect ways: by leadership, inciting the employee's desire to emulate a good example; by justice and fair play, encouraging the employee to give an honest return for honest treatment; by the introduction of competition between employees, keeping up a spirit of enthusiasm that will naturally be contagious; and by similar psychological influences.

Reduction of resistance to effective effort. Hope of reward, fear of punishment, and loyalty are all incentives to greater effort on the part of the individual in applying himself to his task. The amount of effort applied directly on the task in hand may also be increased, however, by reducing the resistance that stands in the way of its application.

Welfare work. The measures that are employed to this end in modern schools of management are ordinarily referred to as "welfare work." These measures have to do with the improvement of the environment and influences, both physical and mental, that affect the working conditions of employees. Those things that affect physical well-being include working space, light, temperature, ventilation, noise, conveniences, bodily safety, transportation facilities, opportunity to get good food, and so forth. Those things that affect the employee's state of mind must also be considered. They include the relation between working time and playing time; opportunities for recreation and for mental improvement; and relief from fear of unemployment, of sickness, of the disability of old age, and of the effect of death on dependent survivors.

(c) A Statement of the Essential Features of a Complete Employment Plan for the Civil Service of Canada:

Complete employment plan recommended. The above theoretical analysis of the employment problem, as it exists in any large organization, will serve to indicate the things that a complete employment plan must undertake to accomplish. We recommend that the Civil Service Commission proceed to apply such a programme of employment administration to the Civil Service of Canada.

Before outlining the steps in such a programme we wish again to point out the essential difference between questions of organization and questions of personnel. In the following

outline we will assume that the methods of doing business, and the structure and the size of the organization of departments, have been decided upon and are considered satisfactory, and that only the purely employment functions are to be considered. Only employment functions to be considered.

The essentials of the employment plan we recommend are as follows:

1. The classification of the service. (See part I.) Classification.

2. The standardization of the rates of compensation (pay and working hours) for all classes of positions. (See part II.)

NOTE.—If the classification and the proposals for its maintenance and administration as set forth in this report are adopted, these fundamental requirements will have been provided and the Commission will be in a position to proceed.

3. The adoption of practical and scientific methods of selection. Comments on the methods now in vogue and recommendations for improvement are discussed in the next section of this report. (See section (d), part III.) Selection.

4. The installation of a system to train recruits in the specific duties of their particular positions and in the general work of their department. This subject will also be discussed in a separate section in its turn. (See section (e), part III.) Training.

5. The adoption of a basis for measuring and a system for keeping, or at least controlling the keeping, of individual efficiency records of employees. (See section (f), part III.) Efficiency records.

Under the theoretical analysis in the preceding section, the employment processes coming after selection and training have to do with the supplying of incentive and the lending of assistance to employees to enable them to use their skill and knowledge effectively in the performance of their respective duties. Obviously, as a basis for any system of encouragement, reward, or censure, there must be a knowledge of the facts regarding quantity and quality of the service rendered—that is, of the individual efficiency of employees.

6. The enforcement of a policy of advancing the pay of employees (within the limits set for their positions) on a basis of increased proficiency and usefulness. (See section (g), part III.) Advance in pay.

7. The enforcement of a policy of filling higher places in the service by the promotion of the best qualified employees in the lower classes in the service as determined by open competition with due credit for length of service and demonstrated efficiency. It should be provided, however, that if there be no one in the service who can meet the requirements of the higher place, new blood will be introduced by throwing the competition open to the public. (See section (g), part III.) Promotion.

8. The introduction of a system for the sure and prompt removal from the service (after fair hearings) of employees who do not maintain the prescribed standards of efficiency. (See section (h), part III.) Removal.

Retirement.

9. The inauguration of a plan for the retirement on annuity allowance of employees who have become incapacitated (either through the length of their service or through disability acquired in the course of their service) and who can, for such reason, no longer maintain a satisfactory standard of efficiency. (See section (i), part III.)

Lay off.

10. The enforcement of a policy of lay off of employees in positions that are found to be unnecessary to the conduct of the public business, or that can be temporarily left vacant without material hindrance to the conduct of public business: also the adoption of a ruling that lay off shall be without loss of rights to reinstatement by appointment to the next vacancy in a position of the class from which laid off; provided that the employees were in good standing when laid off and had been regularly appointed. (See section (j), part III.)

Working
Conditions.

11. The establishment and maintenance of "working conditions" that will make for the attainment of the maximum individual efficiency. (See section (k), part III.)

Co-operation.

12. The establishment of a means for co-operation between Civil Service employees and the government as their employer. (See section (l), part III.)

We will proceed to discuss these subjects in the order named. In each case the general requirements will be outlined, the present situation in the service commented upon, the deficiencies noted, and constructive recommendations offered.

Items 1 and 2 have been fully treated in Parts I and II.

What is
necessary to
scientific
selection.

(d) The Scientific Selection of Employees for Original and Promotional Appointments:

In any plan for the scientific selection of employees it is essential that the duties of the positions to be filled and the qualifications required of applicants be known, that there be a qualified selecting agency, that there be a field of applicants to draw from, and that there be a method of determining the relative fitness of applicants. Theoretically there is little difference in the essential requirements of a system for the selection of an employee for entrance into the service and of a system for the selection of an employee for promotion in the service. Practically, too, the difference is comparatively slight.

The
commission
is the
selecting
agency.

The selecting agency set up by law for the Dominion Civil Service, is of course, the Civil Service Commission and, more particularly, the Examination Branch of the Commission. The classification, showing as it does the duties of the various classes of positions and the qualifications required of applicants, provides the selecting agency with sufficient information on which to base its examinations.

The field of
applicants.

The size of the field of applicants from which the selection is to be made is largely within the control of the Commission.

The field may be as wide as the Dominion, as in the case of clerks to be employed at Ottawa, or it may be limited to a very small group, indeed, as in the case of a promotional examination with competition limited to employees in a particular class when one of the higher supervisory positions is to be filled. In any case the field must be restricted to those who have actually filed applications, but this field may be enlarged to almost any extent desired through proper advertising and other publicity. If selections are to be made only at the time vacancies occur it will not, as a rule, be possible to secure a large number of applicants. If, however, selections are made at intervals in anticipation of vacancies, and if proper notice of examinations is given, a larger class of applicants can be secured. The proper practice undoubtedly is to maintain live lists of eligibles for those classes of positions in which vacancies are of frequent occurrence, and to hold examinations only at the time vacancies occur in the case of classes including one or only a few positions.

Probably the most important element in the problem of selecting employees is the method used to determine the relative fitness of the applicants. The process through which the fitness is determined is called the examination. While the examinations for entrance to the service and promotion in the service may differ somewhat, they both should take into account the following considerations as determining the relative fitness of applicants:

The bases for determining fitness.

1. Character, as shown by the applicant's record and references.
2. Education and experience, as shown by the applicant's statements, verified by investigation if necessary.
3. Ability to perform the duties of the position, as shown by a test. This test may take one or more of the following forms to bring out the following types of qualification:—

(a) Knowledge of the duties of the position sought, ability to perform them, and to some extent, judgment, discretion, and organizing ability as shown by written tests.

(b) Proficiency as shown by a test in which the applicant actually performs one or more of the kinds of work required of an incumbent of the position.

(c) Physical condition, strength, and agility, as shown by a medical or physical examination.

(d) Personality, manner, mental characteristics, and other qualities, as determined by a personal interview.

(e) In some cases, education, as shown by academic tests.

In very few cases will all of these different tests be applied. In no case should an applicant for a position be allowed to enter the Dominion Civil Service without sufficient investigation of his past record to determine that he has such qualities as honesty, sobriety, and morality, as otherwise he might bring discredit upon the service. Minimum educational requirements for

Process of selection.

each class are specified in the classification, making academic tests ordinarily unnecessary. The "qualifications" likewise set forth the minimum experience required of applicants. Ordinarily, the applicant's own statement as to his education and experience will suffice. In the lower ranks the applicant's knowledge of the method of performing the duties of the position sought should ordinarily be determined by a written test. For some positions, notably the trades, the practical test will be found more satisfactory. The prospective plumber, for instance, may be supplied with appropriate tools and equipment and asked, in the presence of the examiner, to "wipe a joint," and the prospective carpenter given a plane, saw, square and pencil, and told to make, under the examiner's eyes, a riser for a stairway. The stenographer may be given dictation of ordinary business letters or other matter, and asked to transcribe the notes on the typewriter. For the higher positions, more frequently the examination will consist of a statement of education and experience prepared by applicants in their own homes, supplemented by an oral interview with those who show in their applications that they have the minimum qualifications required; in some cases a thesis on an assigned technical subject may also be required. The record in the service of those seeking promotion, as well as the length of service, should, of course, be given considerable weight.

Existing
practice as to
selections.

As far as our knowledge of present conditions goes, the existing situation with regard to the four essentials of a scientific system for selecting employees is as follows:

1. The selecting agency, the Civil Service Commission, has considerable information as to the duties and qualifications required of incumbents of positions in the Inside Service, but has been forced to rely on the statements of departments as to the duties and qualifications of the incumbents of positions in the much larger Outside Service. The classification submitted herewith will in a large measure remedy this shortcoming.

Limited
publicity.

2. The field to choose from has been much limited. Frequent complaint is made that people living in and near Ottawa almost entirely monopolize the positions in the Inside Service, and that those at a distance know nothing about vacancies until after appointments have been made. Even more than has been done is necessary to acquaint the people of Canada with the opportunities for entry into the Civil Service. The *Canada Gazette*, in which all announcements are printed, although widely distributed has of course a numerically limited circulation. But considerable has been done through paid advertising, through news letters, and through other avenues of free publicity. With regard to promotional examinations, the field has been, as a rule, extremely limited, as the custom has been for the department to recommend some person and for the Commission to give its approval. In some cases undoubtedly the departmental officials have thoroughly canvassed the situation and recommended the person best fitted for promotion, though it would be

idle to claim that this is the rule rather than the exception. Investigations made in the course of the classification have led to the conclusion that employees generally have the feeling that promotions are made through favour as often as for merit.

3. The old examination plan has been found inadequate since the passage of the Civil Service Act of 1918 brought the Outside Service under the Commission's jurisdiction. When selections were made for the Inside Service only, consisting in the main of clerical employees, academic tests met with some degree of success, though very frequently eligibles who had taken the general tests found upon appointment that they lacked some essential qualification such as proficiency in mathematical computations, ability to operate a typewriter, knowledge of filing systems, ability to handle correspondence, or knowledge of modern office practice. The purely academic tests never have met with a satisfactory degree of success in choosing employees for other than clerical positions. In fact, about the only honest opposition to the Civil Service system arises out of a fear that an attempt will be made to select railway mail clerks, watchmen, charwomen, engineers, customs examiners, draftsmen, and other non-clerical employees through the propounding of such queries as "What is the longest river in Canada?" or "Who was the first man to cross the Rocky Mountains?" On the other hand, the modern system of practical tests in use by many municipalities and states for years has been a pronounced success and is peculiarly suited to a miscellaneous service such as the Civil Service of Canada.

Academic examinations unsuitable and inadequate.

We submit the following recommendations with regard to the selection of employees for original and promotional appointment:

Recommendations on selection.

1. That live lists of eligibles be continuously maintained for all classes in which frequent appointments are made, and that eligible lists for other classes be established only as need arises.

Maintenance of eligible lists.

2. That the examinations to establish eligible lists be based upon the duties and qualifications of the various classes, as set forth in the classification, and that in the main the present system of academic tests be discarded. In each case the examination should determine by the most direct and practical method whether applicants possess the required qualifications and are able to perform the duties, and if so, their relative fitness.

Examinations based on duties.

3. That a separate examination be held as need arises for each class defined in the classification, and that the present system of "preliminary" and "qualifying" examinations be abandoned.

Separate examination for each class.

4. That for promotions in the service, competition in the main be limited to those in lower ranks whose experience fits them to perform the duties of the higher positions, and that the subjects of the promotional examinations be demonstrated efficiency, seniority (length of service), and questions on the duties of the higher position.

Eligibility for promotion.

5. That when the higher-paid positions are not filled through promotions, the examination consist of statements of education and experience (career), verified in whole or in part by the Commission's investigators, supplemented by an oral interview, and in some cases a technical paper on an assigned subject.

Promotional examinations.

- Standards for marking. 6. That in all cases where the education and experience of the applicant is a part of the examination, standards be established in advance for rating education and experience.
7. That in all examinations where a written test on the duties of the position or academic subjects is given, standards be established for rating the answers of applicants.
- Method of computing average. 8. That in all examinations, regardless of the number of appointments to be made, every applicant receive a mark in each subject on the basis of 100 for perfection, that the various subjects be weighed, that a general average be determined for each applicant, and that the eligible list consist of the names of all applicants whose general average and whose mark on each subject exceeds the required minimum.
- Immediate preparation and continuous maintenance of eligible lists. 9. That the Commission add to its permanent staff under a thoroughly qualified chief with broad knowledge of modern examination methods and with a high degree of organizing ability, a sufficient number of examiners to conduct with the aid of special examiners appointed from time to time, the tests necessary to maintain at all times the required eligible lists.
10. That additional temporary examiners be provided until the work of establishing initial eligible lists is well under way.
11. That the Commission make wide use of special examining boards composed of men of eminence in various lines to aid in the selection of employees for the administrative and the higher supervisory positions, and also for positions whose incumbents are required to possess highly specialized knowledge and skill.
12. That until eligible lists are established for all large classes, examinations be held at least weekly and preferably daily.
- Practical tests. 13. That the policy of conducting so called practical tests in which applicants demonstrate their skill, which is now limited to stenographers and typists, be extended, especially to skilled trades such as those of plumber, carpenter, cook, chauffeur, and barber.
- Branch offices. 14. That branch offices of the Commission be established as required at large centres in order to facilitate the dissemination of information and application forms to prospective applicants.
- Publicity. 15. That in order to extend the field from which applicants for entrance to the service may be drawn, the present publicity programme of the Commission be extended and enlarged until every proper avenue is utilized in full, including news letters, personal letters, other departments of the government, libraries, citizens' organizations, commercial organizations, employers' organizations, trade unions, and schools.
- Safeguards. 16. That in all examinations every precaution be taken to inspire confidence in the examinations and examination methods of the Commission by the most jealous safeguarding of questions in advance of examinations, the concealment of the identity of candidates in all examinations, the publication of eligible lists, and in general by giving the public easy access at all proper times to such information as ought not, from the nature of the case, to be kept confidential.
- Handbooks. 17. That the Commission prepare one or more handbooks for distribution to persons interested in the public service, either as citizens or prospective applicants, giving information par-

ticularly about the large classes of positions to which frequent appointments are made and the methods to be followed by those wishing to enter the government service either as a life career or for less prolonged employment.

(e) The Training of Employees:

The importance of training of Civil Service employees is well stated by a well-known authority who says:

Importance of training for public service.

No greater constructive reform is now possible than efficient training for public service.

Practically all of the movements in our contemporary political life deal with the machinery of government. Improvement of the machinery of government without a corresponding improvement of the personnel of government is taking long chances on the promotion of public welfare.

The money cost of inefficient government is great. The human cost is incalculable. Can you conceive of the possible results of the failure of inspection of a single herd of cows infected with the hoof-and-mouth disease whose supply of milk is sent to a large city? Can you conceive of the daily toll of injured workmen through inefficient factory and mine inspection? Men must be trained to perform these and the other services of modern community life—men who have a civic conscience, a social point of view, adequate knowledge and skill, and who are satisfied with the pay of the civil service. Administrators must be developed who can train in service and guide such men.

When we select appointees who have the general qualifications necessary to perform the duties of a certain class of positions, we do no more than to furnish the raw material out of which a proficient employee in any particular place can be developed. This, of course, is not enough. The employing and directing authorities must proceed to a more or less formal training of the new employee in the work to which he has been assigned.

Appointees must receive training in specific duties.

In the Dominion Civil Service there are some positions which require a greater amount of special training than others. In general, these specialized positions are found in departments the functions of which are peculiar to government service and which have no counterpart in ordinary business and professional employment. For example, the postal, customs, and inland revenue services must select for the majority of positions in the higher ranks persons who have had thorough training and experience in the work of their respective departments. This necessitates taking men into the service in the lowest ranks and subjecting them to a careful training in order to provide material for the more important specialized positions. The same is true of certain positions in the House of Commons and in the Department of Trade and Commerce. In certain other departments there are positions requiring men with previous

Examples of positions in the Dominion Civil Service requiring special training.

training or experience along technical lines but who, in addition, must be trained in the particular work of the department before they become of value. The Department of Insurance, for example, may employ men with previous actuarial experience; but if their previous experience has been confined to one kind of insurance, they are not of full value to the department until they have made a study of all kinds of insurance. Similarly, geologists in the Geological Survey Branch of the Department of Mines, audit clerks in the Auditor General's Department, and chemical analysts in the Department of Customs and Inland Revenue, are examples of positions requiring men with previous technical training or skill but who are of value to the department only as they become familiar with the scope and application of the work in their particular field.

Training
methods now
employed by
several
departments.

In some of the departments mentioned above, there is a fairly well-defined programme for the training of new employees. Such training is usually confined to the immediate duties of the position, and on the principle of "learn to do by doing." In other words, new incumbents are required to perform the simple routine tasks of the position, usually under the guidance of more experienced employees, and are gradually given more responsible work as they show fitness and ability. Some departments require that the actual work done be supplemented by a prescribed course of study, which is not, however, conducted by the department, and must be followed outside of business hours.

General
situation.

Except for the few departments referred to in the above paragraph, the general situation in the Dominion Civil Service now is about the same as that unfortunately found in most public bodies. There is no definite preliminary instruction prescribed for new employees. They are told by their superior in a general way what to do and then are turned loose to learn by their own mistakes at the expense of the public and of the time of their more sympathetic co-workers how to do things and how not to do them. This condition is also common in private employments, but of recent years all of the larger concerns have introduced some system of training which in many cases is extremely well developed and effective.

Recommendation.

We believe it is properly a matter for the attention of departments to establish courses of study and practical training which will have for their object the instruction of probationers, at least in the larger classes of employment, in the work of their positions. The counsel of the Civil Service Commission as to ways and means should be given in this connection as the improvement of the proficiency of employees is of primary interest to them. A satisfactory completion of such a prescribed course, together with a more or less informal oral or practical test of the knowledge and skill thus acquired, might well be

required as necessary to the permanent appointment of such probationers.

Suggested
programme
for the
training of
new employees.

While it is recognized that this preliminary instruction must be adapted to the particular needs of the department, there are certain well-established principles in the training of employees which may be mentioned here. To be of the greatest ultimate usefulness to the department, it is desirable that employees in addition to receiving careful instruction in their immediate duties should have a broader perspective of the work of the department and of the relation of their own function to that of the organization as a whole. Such training should cover about the following programme: the employee should be informed: (1) of the departmental organization and of its policies; (2) of the organization and functions of his own branch and its relation to other branches; and (3) of the routine of work as it passes through his department. He should then be more specifically instructed in the functions falling to the particular group of which he is a part, of the duties and tasks which he himself is expected to perform, and of the relation of those individual tasks to the general function of his group and to the scheme of operation of the department as a whole. He should finally be put under the guidance and close observation of either his superior or an experienced co-worker of higher seniority in order that he may receive the benefit of the result of the experience of such a tutor and thus be enabled to avoid mistakes usual to beginners. This procedure should make him promptly useful to the service.

We have thus far dealt mainly with the training of the new employee. It is equally important that the departments, with the advice of the Commission, should plan and encourage the training of all employees for the positions to which they might logically aspire for promotion. Such a policy makes for better administration by permitting the interchangeability or substitution of employees in emergencies. It also works out to the advantage of the employees in both the higher and lower ranks: in the former, because it releases the incumbent for more important work and makes it possible to promote him without disturbance in the organization; in the latter case, because it affords greater opportunities for promotion. There are many instances in the Civil Service of employees now held in positions which are below their capacity because no one has been trained to take their place and the department cannot spare them for more important work.

Desirability
of the
systematic
training of
employees for
promotion to
higher position

(f) The Ascertaining of the Individual Efficiency of Employees:

The efficiency of the public service will depend on the success of the Commission in bringing qualified persons

Measures
to promote
individual
efficiency.

into the organization and the success of the departments in obtaining from them the best service of which they are capable. The second of these two requirements introduces the problem of individual efficiency. The various measures which can be employed to promote the individual efficiency of employees are discussed in succeeding sections under the headings: Advancement in Pay, Promotion in Position, Removal, Retirement, and so forth.

Efficiency
records
essential.

The policy advocated in every case pre-supposes a knowledge of what the efficiency of each employee actually is and contemplates action on the basis of this information—the recognition and reward of satisfactory service and the imposition of penalties for unsatisfactory service. In fact, a system of ascertaining and recording the individual performance of each civil service employee is prerequisite to the adoption of most of the employment policies we recommend. The whole theory of the schedules of compensation recommended in this report is that a minimum rate for each position is to be prescribed (to represent the salary that the appointee qualified to undertake the work should receive), and that a range above that to the maximum should be available to compensate the employee for efficient service and increased usefulness. There obviously must be some systematic way of determining whether the employee's usefulness has increased and his service has been efficient. Likewise, the recommended plan of promotion contemplates the filling of higher positions from among those in the service who have proved efficient, full credit being given not only for ability demonstrated in an examination to fill the higher place, but to meritorious service in positions from which they are to be promoted. The Civil Service Commission, if it is to give credit to this second factor, must have some authentic data as a basis. Furthermore, if the inefficient are to be removed or retired, the Civil Service Commission should be charged with the control of such actions, and is entitled to know upon what facts the charges of inefficiency are based.

Efficiency
records
promote
supervision.

It should be pointed out that the keeping of efficiency records accomplishes a great deal more than merely the establishment of a source of information for the employment authorities. Its most direct value lies in the assurance that it gives to the government and to the public, that supervisory officers will actually supervise the employees under their charge and the information it gives to higher executive officers with regard to the extent of the supervision thus given. It enables directing officers to record their estimate of the value of an employee's services while the data are fresh in their minds rather than at some future time while under the influence of some particular act or omission of recent date which may have very little

relation to the employee's general average. Knowledge that an efficiency record is kept serves notice on the employee that he is under scrutiny, and assures him that his efforts will be appreciated.

In the main, little has been done with regard to the keeping of real efficiency records. Throughout the Inside Service and in parts of the Outside Service an attendance book is maintained. Though in the Inside Service, at least, there is some meticulousness about recording the time of arrival in the morning and departure at night, strangely enough no regard whatsoever is paid to the time of departure at noon and the time of return in the afternoon.

Efficiency records now kept in certain Departments.

In the Post Office Department, and particularly in the Railway Mail Service, the annual case examinations and examinations on postal laws afford a fair test of the progress made during the year. Most departments maintain establishment books showing service records of employees, though as a rule these records indicate nothing with regard to efficiency except time lost through sickness or otherwise, breaches of discipline, and serious errors.

The reports made to the Civil Service Commission with regard to the efficiency of employees are, with very rare exceptions, perfunctory; in fact, more than once it has happened that an employee whose conduct has been such as to warrant consideration of his discharge from the service has received the rating in the returns to the Commission of "Excellent".

In the course of the classification work it has been apparent that many departments are very anxious to undertake the working out and installation of efficiency records. In the main the proposed schemes are negative rather than positive in character in that they contemplate penalties for mistakes, breaches of discipline, or insubordination, rather than rewards for good conduct or service. All the indications are that the time is ripe for the Civil Service Commission seriously to undertake a study of the problem.

We recommend that the Civil Service Commission provide by regulation for the inauguration of efficiency records. We recognize that this is a task of no small proportions, but a beginning should be made, if only by bolstering up the methods of reporting. Certainly simple records of attendance and discipline and a judgment rating for quantity and quality of work may be installed pending the development of more scientific standards suitable to the needs of the various classes of service.

Recommendations.

Advancement
in salary
distinguished
from promotion

(g) The Advancement in Pay and Promotion in Position of Efficient Employees:

Advancement in pay as used herein is to be taken to mean an increase in the salary of an employee in a given position, from one rate to a higher rate within the range of compensation allowed, without involving any change in position or duties.

Promotion in position as the term is used herein is to be taken to mean a change in the position of an employee from a position of one class to a position of another and a higher class, that is, to a position for which a higher maximum salary is allowed. A promotion is to be looked upon as a re-employment, and the pay of the employee promoted is expected to conform to the scale prescribed for the new position to which he is appointed. In promotion, the essential element is the change in position; the change in pay automatically follows as does the change in duties.

Efficient
service only
proper basis
for increase
in pay.

It will be conceded that advancement in pay is one of the most effective forms of reward that can be offered to an employee as an incentive to him to apply himself industriously to the duties of his position. It is manifest that if an increase in pay is given as a reward for and an inducement to efficient service it must be based on demonstrated efficient service and on no other consideration.

Present
practice with
regard to
salary
increases.

The conditions regarding the salaries of civil servants as we found them in the course of the classification work are described in section (a), part II, of this report. The practice with regard to increase in salaries that obtain to-day and that has led to these anomalous conditions are substantially as follows:—

Annual increases of \$100 for employees in the first division and \$50 for other employees are now statutory, and such increases are automatic unless the deputy head makes a report in writing which is concurred in by the Commission that the employee is not deserving of such increase. This means in effect that only in very rare cases indeed is the annual increase withheld. Special increases may also be made "for merit by the Commission on the recommendation of the deputy head." It is to the credit of the Commission that special increases have been made in comparatively few cases.

As might be judged from the above description, the method of making increases is simplicity itself; that is, the departments simply report each quarter to the Auditor General the names of employees entitled to the statutory increase and the operation is complete. From the point of view of the public, however, the method is not so satisfactory as this would imply for the reason that the undeserving receive their increases along with the deserving.

Our recommendations for the improvement in these conditions and for the application of the principle of "increased pay only for increased usefulness and efficient service" are fully set forth in Part II in a discussion of the administration of the new schedules of compensation.

Recommendations.

In section (d) of this Part we discussed the selection of employees for promotion appointment as one of the processes involved in recruiting the organization. In this present connection we are considering the promotion of employees as one of the forms of reward that are offered as incentives to good work. It is clear that if appointments to positions that are to be filled by promotion are based upon the relative fitness of eligible employees as shown by their record in the service, both the service and the employee will gain. The same machinery will serve both purposes; it will fulfill both a recruiting function and a stimulating function.

Promotion as form of reward.

We do not believe there is much need to discuss further the correct principle to be observed in promotion. Nor have we anything to add to the recommendations made in section (d) referred to above with regard to the method by which this principle can be applied. The present practice is admittedly unsatisfactory. Sir George Murray, in his report of September 30, 1912, on the public service of Canada, wrote as follows:

Recommendations previously made.

Present practice in promotion unsatisfactory.

The Outside Service is, speaking generally, of no less importance than the Inside Service. An efficient staff is no less necessary; and it should be recruited under similar conditions. For the same reason promotion in it should follow on the same lines; by which I mean that the prizes of the service should be reserved for those who have shown themselves capable of performing the highest duties. At present such promotions as Postmasterships and Collectorships are filled by the appointment of persons who, whatever their other merits, have not had the advantage of long training in the service, and are consequently compelled to rely on their subordinates in transacting the business of their Departments. Such a system is fatal to an efficient service in two ways: the higher positions are filled, not by experts, but by amateurs; and the best type of official is not attracted into the service because he recognizes that its prizes are not within his reach.

While some of the conditions that he refers to were remedied through the operation of the Civil Service Act of 1918, it is a fact that the initiative with regard to promotions is still generally taken by department officers, and that the Commission had thus far been in no position to go against their recommendations. On this very point Sir George Murray says:

I must say that cases have come under my notice which lead me to think that in some instances the recommendations of both the Heads and Deputy Heads of Departments have not been founded exclusively on "merit" . . . but that other considerations, or perhaps I should say "merits" other than those contemplated by the Act, have been allowed to carry weight, and that grave injustice has sometimes been done to deserving officers who have in consequence been passed over. I should hope, however, that promotions of this kind are becoming fewer, as a sense of the responsibility for the selection of the fittest candidate becomes more real. Not only does the public service suffer if the fittest man is not promoted, but grave injustice is inflicted on the individual who is passed over merely because he is unable to bring political or other influence to bear in his favour.

In case of advancement in pay the report of the department head can, if necessary, be taken in lieu of an efficiency record, as he need merely say that the employee has maintained a certain standard. In case of promotion where employees in one department must be measured against employees in other departments on the basis of past efficiency, some evidence or record is needed that will be more useful for grading and comparison than the respective statements of the department heads.

(h) The Removal of Inefficient Employees:

The theory of removals.

The process of removal may be considered as the reverse of the process of appointment, and the same principles apply. To reiterate the statement so often made in this report, the problem is to man the organization with employees who have the ability to do the work of the positions they are to occupy and who will actually apply such ability in an efficient manner. The removal of an employee is therefore called for when it develops that he lacks (1) the ability to fill his place, or (2) the will to render the standard of service demanded.

Removal on the grounds of unfitness during the probation period is usually nothing more or less than a rectification of a mistake made at the time of the selection of the employee. Such removals should be easy.

Two distinct reasons for removal.

Removal a disciplinary weapon.

Trained employees a valuable asset.

A removal made after the probationary period has been successfully completed will ordinarily be based on grounds of inefficiency rather than unfitness—on lack of **effort** rather than lack of **skill**. A removal under these circumstances is one of the forms of punishment to avoid which an employee is impelled to apply himself to his duties. It is commonly looked upon as the only really effective weapon at the disposal of the managing officer for the enforcement of disciplinary regulations—that is, the regulations that prescribe the time and place at which, and the manner in which, the employee is to perform

his duty. To propose to limit in any way the department head in the exercise of the discharging power may appear to be a radical suggestion. Any sound employment policy under centralized control is, however, based on the theory that the skill and effort of employees are the assets with which the service does business and belong to the service. With this idea in mind it does not appear unreasonable that the service, through its employment authorities, should demand some evidence that these assets are not being needlessly squandered through the indiscriminate discharge of employees whose selection and training have cost the public much.

In a pamphlet by a prominent railway president entitled "A Study of the Principles and Methods of Hiring and Discharging Railway Employees" the author takes the following stand:

Management and direction are necessary but the best results are secured when each individual employee has the intelligence to comprehend and the ability and the inclination to execute the particular detail which is assigned to him. Intelligence and skill are different; the former is acquired through education, usually before employment, in school, and it should be a pre-requisite to employment. A sound body is also needed. The real problem is to develop and retain intelligence. The difficulties in the way of doing this grow out of the rules of discipline which put authority to dismiss or suspend into the hands of petty officers. This provides no uniformity. Such discipline is to be condemned not on sentimental grounds but on the grounds of common sense, because the Company's interest is involved. The Company must conserve the intelligence, interest, and loyalty of the employee. There are strong objections to discharge in any case except for the prime purpose of deliberately weeding out clearly incompetent employees. Incompetency is to be defined, not as occasional error even of the "unpardonable" type, but rather as uniformly low efficiency, unfitness, and undesirability.

While it is to be considered a breach of duty for the department head to discharge an employee for any reason except unfitness, inefficiency, or insubordination, it should be looked upon as just as grave a breach for him to **fail** to remove an employee who is manifestly unfit and inefficient.

Our contact with the Canadian Civil Service has given us the impression that employees are seldom removed except by the hand of death. Unfortunately it is not the unfit or inefficient but rather the more ambitious who voluntarily leave the service. In cases where employees are actually discharged the action is ordinarily based on some particular act having the nature of a serious mistake, insubordination, or the like. Our acquaintance with the service may not be sufficiently close to give us a correct

Present practice.

impression, but the impression that we have received is that discharges on account of general unfitness or low standard of efficiency are rarely made. Such cases of unfitness, of course, are known by the minor officers in the organization, but in the absence of a system of efficiency records automatically to bring them to the attention of higher officials, the latter may never hear of them. There is no particular incentive to impel the subhead to call special attention to such cases. And what is much worse, the department head himself often deems it inexpedient to take action on cases he does know about. It is considered poor politics to arouse feelings of resentment in a small group of employees and their friends in the abstract interests of an apathetic public. The necessity for obtaining an Order in Council for the discharge of an employee even of the lowest rank throws another obstacle in the way. As a result, inefficient and unfit employees continue in the service indefinitely. The worst that ever seems to happen to them is that they are passed over when increases in pay or opportunity for promotion are available. However, the strong influence of the "seniority in service" tradition usually brings them even these advantages. Conscientious department heads recognizing this easy-going custom and not wishing to attract attention by appearing as stern and hard-hearted exceptions, will ordinarily adopt some makeshift method of getting an inefficient employee out of his place and putting him where he can do "less harm." They are never adverse to finding such a place in another department, if possible, and when not possible they take the next best solution and assign the employee to simpler duties. The employee although performing simpler duties, retains his higher salary classification and, of course, receives pay according to that classification. Many of the best men in the service justify this policy of dealing leniently with unsatisfactory employees on the ground "that it pays to treat our people well." It is a grave question, however, whether this practice is "treating the people well"; we are strongly inclined to the opinion that the great majority of self-respecting employees want nothing more nor less than that which is due them, and look upon the indulgence of an inefficient employee rather as an example of unfair discrimination than as a manifestation of generosity on the part of the Government.

Requirements
of a
scientific
system of
removal.

The requirements of a system for the removal of employees are revealed by the above discussion. First, provision must be made for the discovery of unfitness or inefficiency on the part of the employees. Standards of efficiency must be established for all positions. Cases of employees whose services fall below such standards must be made matters of record, and action separating such employees from the service should be taken

automatically on the basis of the record. In order that the practice of removal for inefficiency may serve its purpose, it is desirable that the efficiency standard, the efficiency record of the employee, and the relation between the two, be kept before the employee.

This procedure will protect the interests of the tax paying public. In our opinion the policy in a case of proposed dismissal should also provide that no injustice is done the employee. It is with this precaution in view that plans have been advocated in many jurisdictions and adopted in some by which an employee recommended for dismissal is given an opportunity to state his case. Justice to employees.

(i) The Retirement of Incapacitated Employees:

In discussing the weeding out of employees who do not give satisfactory service we have assumed that their failure to reach the prescribed standard of efficiency can be attributed to causes within their control. There is, however, a large and important group of employees in every organization (and it so happens that the more justly a service is administered the larger this group becomes) who have grown old in the service or who have suffered disabilities, perhaps by the very reason of a loyal performance of duty. What is to be done with these employees? The problem of incapacitated employees. There are obviously only three courses open:

1. They may be retained.
2. They may be arbitrarily removed.
3. They may be retired under some scientific superannuation and disability annuity system.

To retain such inefficient employees is wrong. Any employee who cannot or does not, for any reason whatsoever, render service of a fair standard should be replaced. This should be an absolute rule. There are many reasons for this; among which might be included:

- (a) If employees are retained on the pay-roll who are assigned to and paid for tasks which they no longer perform with the same degree of efficiency that is required of their fellow employees, this practice will undoubtedly have a deteriorating effect on the morale of the whole force. If the pay-roll is not limited strictly to payment for services rendered the Government's reputation for fairness and good faith will suffer among its own employees. Wrong in principle and costly in practice to keep on pay-roll.
- (b) If the obligations of social justice are to be met and the principle is to be adopted that employees whose

forces have become exhausted and earning power reduced in the service of the Government, should be provided for by the Government, then the expense involved should be assigned to its proper place in the budget and not distributed among, and buried in, the departmental operating costs.

- (c) The expense to the Government in retaining an employee on the pay-roll who is not fitted for his place is not to be measured by the salary actually paid but rather by the contribution that an efficient substitute could make to the public service. It is this loss that is serious, and the loss unfortunately is greater as the position involved is higher in the organization. The fact that most employees of long service have worked their way toward the top and are usually to be found in supervisory places aggravates this evil. A lack of energy and alertness on the part of a higher officer affects all his subordinates.

The second possibility mentioned for dealing with superannuated employees is that they be arbitrarily removed. The injustice of such procedure is generally admitted. Aside from altruistic considerations, it is an undoubted fact that the assurance that those who have been long in the service will be cared for supplies an incentive to continuous service and stimulates loyalty. The possibility of abrupt dismissal or actual cases of such dismissal without provision for future welfare produces the opposite effect.

We strongly recommend the third plan enumerated, namely, a scientific system of retirement.

A quotation from Sir George Murray's report, previously referred to, will be found pertinent at this point.

"Some system of securing retirement is absolutely essential if the public service is to be maintained in a satisfactory condition. It is necessary, on the one hand, in order to prevent officers continuing in the service after they have ceased to be efficient; and it is equally necessary in order to provide a flow of promotion as to insure that men of capacity should reach the higher positions at a period of life when they are able to make the best use of their powers."

The central objective of a modern, sound, scientific retirement annuity system is to make sure that for each employee having permanency of tenure there will be on hand at the time when he is overtaken by old age inefficiency a fund for an annuity sufficient to make possible his retirement from the service.

Existing pension systems throughout the world have grown up in haphazard fashion, have not taken into account the varying entrance ages, varying salary scales, the varying retirement ages

Arbitrary
dismissal
not to be
considered.

Scientific
retirement plan
recommended.

of different employees. They have failed to make provision for the accumulation for each individual employee, while he is rendering service, of the amount that will be required to provide a sufficient allowance when the needs of the service call for his retirement. They have, as a rule, been established on the petition of a handful of aging employees when, as a matter of fact, they should be established on the basis of conditions as to those to enter the service in the future, with proper modifications to take care of present employees.

We understand that the three pension funds applying to the Civil Service in Canada are in this same category.

All the questions involved in the design of a pension system are intricate and technical, and there is a difficult popularization problem involved in the replacement of an unsound retirement system with a sound plan. The best method therefore calls for a careful study by experts, preferably under the direction of a commission representing the various points of view, to develop a scientific annuity plan to take into account sound actuarial principles, provide for a system on a reserve basis, and show clearly what the actual cost to the Government will be. The conclusions of such a commission, on the basis of the findings of its experts, should be presented in a clear non-technical form to win the approval of employees, their supervisors, the public, and members of Parliament. The Commission could be greatly assisted by the reports of several comprehensive investigations recently made in the United States. The most notable were those of: (1) the state of Massachusetts, under an act of 1913 providing for "a commission to devise a just and comprehensive system of state, county, and municipal pensions"; (2) the 1916 commission on pensions of the city of New York, which investigated the nine pension funds in operation in that city; and (3) the state of Illinois which, by an act of the General Assembly of 1915, constituted a commission to investigate the funds under the fifteen pension laws of that state, and in 1917 created a second commission for the further investigation of the same subjects.

(j) The Lay Off of Unnecessary Employees:

The opprobrious name "spoils system" has been given to the doctrine which maintains that those who have been successful in a political campaign are entitled to use the emoluments that pertain to the public offices coming under their control in the payment of their personal political debts. There is practically no man in public life to-day who dares defend this immoral practice. It has been astonishing to us, therefore, to find that in the Canadian Civil Service there are men who are not

The spoils system.

A strange
view of
public
employment.

spoilsmen in any sense of the word but who, nevertheless, seem honestly to feel that a public office is something that enables the Government or the head of a department to give employment to some individual and that this employment, being a gift, should never be taken away. It seems to us that this is an inverted way to look at public employment. The salary pertaining to a position is no gift. It is payment for services rendered. Services for which the Government has no need should not be purchased.

The people of Canada, through their authorized representatives, enact certain laws. A certain administrative organization is necessary to carry these laws into effect. Certain work must be performed. This requires that certain positions be established. Only to carry out the duties of these positions and only for such time as the work involved is necessary to the carrying out of the department's functions need anyone be employed.

No such thing
as a vested
right in a
job.

An employee, no matter how he came into the service, has only a right to a position while that position exists or for the period during which it is necessary to keep it filled. Because he sought and obtained the privilege of serving the Government at a stipulated compensation is no reason why he should expect the Government to purchase his services when it does not need them.

A policy of
lay off
recommended.

The logical conclusion of the above argument is that the employee who, regardless of his standing, is so unfortunate as to occupy a position that is to be abolished or vacated because of lack of work, should be laid off. The expression "lay off" is in general use in civil service terminology as meaning a separation from the service in good standing solely because of lack of work. Its meaning is to be clearly distinguished from that of "dismissal."

It is almost a uniformly accepted practice in civil service administration to provide that employees thus laid off shall retain full rights to the class of employment in which they were last serving, and that subsequent vacancies in other positions of the same class or the resumption of work in their previous positions shall lead to their reinstatement. The exact procedure is to place the names of employees laid off from positions in any given class at the head of an eligible list for appointment to subsequent vacancies occurring in such classes in the reverse order of their lay off (usually the "seniority" order but preferably "efficiency" order). Seasonable employees laid off at the end of the season of employment should of course have the opportunity to resume their position at the beginning of the next season under this plan, in the interest of the Government as well as justice.

We advocate the adoption of this principle of lay off in the Civil Service of Canada in the interest of economy in government.

We urge the adoption of the plan for the reinstatement of laid off employees, outlined in the last paragraph, as conserving the rights of employees under the merit system.

(k) The Working Conditions and Welfare of Employees:

That phase of the employment problem that relates to the improvement of physical and mental conditions affecting the personal efficiency of employees is too broad and complex for detail treatment in this report. It involves consideration of all those things that affect directly or indirectly the welfare of employees; particularly those conditions that have a bearing on their ability to give continuous and contented attention to the tasks that they are employed to perform.

The welfare of employees a complex employment problem.

Those considerations that affect mental well-being are largely of a negative character—freedom from worry or fear. Assured tenure of employment during good behaviour, reasonable leave in cases of illness, provision for old age, and also provision for disability or death are all things that will conduce to an employee's peace of mind.

Considerations affecting mental well-being.

We have advocated a plan of retirement annuities for old-age inefficiency, and a comprehensive pension plan could well include provision for old-age inefficiency, death, and disability from sickness and accident as well.

Annuities and pensions.

The matter of sick leaves is now in the Commission's hands. Leaves with pay are, we believe, abused. We believe that a system of sickness benefits would be a much more satisfactory and certainly a more businesslike method than the present plan of long leaves with pay. Lack of uniformity, encouragement of the malingeringer, and penalizing of the conscientious, are bad features of the present practice.

Sick leaves.

Sickness benefits.

Defects of leaves with pay.

Holiday leaves are now amply provided for.

The other welfare activities common in well-ordered industrial concerns are hardly called for in the Civil Service. Facilities for social, recreational, and educational activities are in most instances ample. They are available to the great majority of civil servants.

(1) The Establishment of a Means of Cooperation between Civil Service Employees and the Government as their Employer :

Human aspect
of employment
not lost
sight of.

The impression might be gained from a hasty reading of the more or less technical discussion of employment problems in the foregoing pages that the natural human interest of the man in his work—his industrial life—had been lost sight of. That is not in any measure true. In every recommendation made it has been assumed that the justifiable requirements of both the civil servant as an ambitious human being and worker and of the public as a model employer would be served only by the application of certain principles of social justice. It has been recognized, however, that the acceptance of a principle is a very different thing from its application and that too often the application fails because the practical working details of appropriate measures of enforcement are not worked out. However a discussion of practical details of system inevitably take on a cold, seemingly unsympathetic tone.

Representa-
tion of
workers.

The human aspects of employment are the all-important ones and it will, we believe, be appropriate to include a few suggestions regarding one of the most important, and until recently least considered, of these, namely, the desire of the worker to have a voice in the fixing of the conditions under which he works. The world has disregarded the old theory expressed by the time-worn expression "if the man doesn't like his job let him get another." The world has said that if a man has demonstrated his peculiar fitness for certain work—if that has become his life work—he and his fellows have an interest in the terms of that employment that must be recognized.

Suggestion
for plan.

As we see it, it would be desirable to develop a plan for securing the representative views of employees prior to decisions affecting their working conditions. The things that affect the employee and which should be decided with due regard to his interests range all the way from the important questions of compensation and working hours to the minor regulations that determine the conditions under which he does his daily work. Some of them are matters of general employment, control over which has been delegated by Parliament to the Civil Service Commission; others are matters upon which action is ordinarily taken by the deputy heads of departments. An adequate plan must therefore provide for the securing of the composite point of view of all employees for certain general matters and the special viewpoint of departmental employees on matters affecting their respective departments alone. Furthermore, certain working conditions relate to departmental groups, while others relate more particularly to vocational, professional, trade, or occupational groups. The plan of employees' representation must therefore provide

for the obtaining of an expression of opinion of workers in certain lines of endeavour as well as of those in certain departments. We believe that all of these requirements can be met through a development of a plan along the following lines :—

First, an employees' advisory council would be organized, made up of representative employees from all departments and all lines of work or occupational groups. There should probably be a minimum of one representative of each department (department being defined by the Civil Service Commission) and additional representation for employees in excess of a certain total for large departments. Similarly, there should be at least one representative for each occupational group (also defined by the Commission) with additional representation for the larger groups on the basis of the number of employees.

This employees' advisory council, when organized, would in effect be made up of a number of sub-committees, one for each department and one for each occupational group, and by calling in such sub-committees the Civil Service Commission and the department officials would at all times be able to get the point of view of the members of any department or trade or profession.

In order that the collective expression of all employees on certain matters of general concern may be readily secured it would be well to have the employees' advisory council elect a smaller group, say five or perhaps only three, from among its membership, which might be termed the employees' central committee.

For the selection of employee representatives we would be inclined to favour, at least for eventual adoption, an election carried on under the auspices of the Civil Service Commission.

At the start, until the plan had proved itself to be workable the Commission would select members of the council giving weight in its selection to the preference of the employees as expressed through their own organizations.

The functions of the employees' advisory council should be to crystallize the employees' point of view, to make constructive suggestions, and upon request to advise and counsel the responsible authorities, with regard to matters affecting the welfare of the service. It should not in any sense of the word be a grievance committee. Its existence should operate to preclude the development of causes for grievances.

The Civil Service Commission, certain designated representative deputy heads, and the central committee might meet periodically, say once every three months, to discuss matters of common interest relating to the welfare of the service; deputy heads, with their official assistants, might meet monthly with the member or members of the employee's advisory council,

representing the department, to consider departmental problems. The Civil Service Commission could consult members of the employee's advisory council, ordinarily the member or members representing the occupational group concerned, whenever it has under consideration regulations, rules of procedure, or any administrative problems on which the advice and suggestions of such employees might be helpful.

Interim discussions with special groups should be discouraged. Matters for joint consideration should be presented in writing and the discussions at the regular conferences should be confined to the specific subjects thus laid before the Commission and to such matters as the Commission or the departments may wish to have advice on.

NOTE REGARDING
APPENDIX A

The proposed schedules for the classification of positions and the standardization of compensation in the civil service referred to herein as Appendix "A" have been bound under separate cover in a volume of 678 pages entitled:—

THE CLASSIFICATION
OF THE
CIVIL SERVICE OF CANADA

Showing all Classes, Alphabetically Arranged, with
Definitions, Qualifications, Principal Lines
of Promotion, and Compensation

Authorized by the Parliament of Canada and prepared
under the direction of the

CIVIL SERVICE COMMISSION

by
ARTHUR YOUNG & COMPANY
Chicago—Toronto—New York

JUNE, 1919

APPENDIX B.

Notes on recent developments in civil service administration with especial reference to the classification of employments and the standardization of compensation.

Great Britain, Australia, New Zealand, Canada, United States,
Chicago, Pittsburgh, New York City, New York State.

The history of civil service reform has been about the same in all countries. There have been the same deplorable conditions resulting from the patronage system to spur on the advocates of better government, the same active opposition by the beneficiaries of spoils methods, the same right-thinking public opinion effective when aroused but hard to arouse, and the same succession of victories and defeats. In recent years, however, the advances made in administrative methods and the technique of civil service examinations have been so striking and the contributions to efficiency and economy in public business resulting from a classification and standardization of public employments have been so substantial that the battle seems to be about won. One after another the states of the English speaking world are falling into line.

Civil Service reform similar in all countries.

It may be thought by some that the work being undertaken by the Canadian Civil Service Commission, part of which is covered by this report, and the proposals made for more progressive civil service legislation for Canada are in the nature of experiments and out of line with the dictates of experience. This is not so. To bring out clearly that Canada is working along lines that have been found to be the most effective, practical, and representative of the best thought of civil service specialists the world over, the following notes are appended setting forth in brief the history of the civil service movement in various jurisdictions.

Canada's plans not experimental.

It will be seen that the measures now under consideration by the Civil Service Commission of Canada will, if adopted, place the Dominion in the vanguard of progressive states with respect to that part of the administration of public business which relates to the civil service.

Canada most progressive.

The following notes take up in turn developments in Great Britain, the Commonwealth of Australia, the Dominion of New Zealand, the Dominion of Canada, the United States, the City of Chicago, the City of Pittsburgh, the City of New York, and the State of New York.

Great Britain:*

Examination
and open
competition
originated in
Great Britain.

As the system of examination and open competition for civil service positions had its inception and early development in Great Britain, and as the reformed English civil service has had a marked influence upon the civil services of some of the great commonwealths embraced in the British Empire and of the United States, it is fitting first to recount the experience of Great Britain. It must be admitted, however, that there are no very helpful lessons to be drawn in respect to problems of classification and standardization. The establishment of the principle of competitive examinations is Great Britain's greatest contribution.

Report of 1853
epochal.

Any account of the evolution of the modern English civil service might well begin with the epoch making report of 1853 by Sir Stafford Northcote and Sir Charles Trevelyan but a preliminary review of conditions prior to this time will be of interest in showing a state of affairs similar to former conditions in Canada.

Early
statutes.

Beginning with the year 1694 a series of statutes was passed aimed at the disfranchisement of postal, revenue, and other particular classes of employees. A desire to regulate admission to the civil service was manifested in legislation in 1809 directed against the brokerage of offices. The Reform Bill of 1832 did not affect patronage and civil service conditions went from bad to worse.

Authors of
report of 1853.

Such was the state of affairs when Gladstone appointed Sir Stafford Northcote and Sir Charles Trevelyan to investigate the civil service. These two commissioners undertook to solve the problem of combating all patronage, of reorganizing the personnel of the service, and of raising the standard of clerkships and attracting the best talent among young men to do the intellectual work of the offices. Their famous report of 1853 presents two fundamental features, open competition and an academic examination of university standard. The civil service positions should be grades, one division to consist of university men to do the more intellectual work and destined for the highest posts, and a lower division comprised of clerks of ordinary education to do the lower and more mechanical work. Examinations designed to secure unusually qualified persons for particular positions were recommended, and probation was to be made universal. They also recommended the grading of all positions so as to remove the barriers between different departments and stimulate the unrestricted course of promotion throughout the whole service. Promotions were to be based on merit and promotion records kept. Further recommendations were for annual increments and a consistent pension system.

Fundamental
features
of report.

Promotion
unrestricted.

* A thesis by Robert Moses on the English Civil Service is authority for many of the statements in this account.

The recommendation made in this report met a storm of disapproval from many quarters. In consequence, it was not until fifteen years later that competitions were thrown open and thirty years had passed before the other fundamental features of the report were adopted. The first forward step was the establishment in 1855 of a central board of examiners—the Civil Service Commission—-independent of the departments. Standards were arrived at in collaboration with the various departments and examinations were held separately for each office.

Report of 1853 disapproved.

Long delay in reform.

From 1855 to 1870 the idea of open competitions, of expansion and change, gradually gained ground, and in the latter year the Treasury, by a famous Order in Council, ended patronage and established open competition. This Order, modified only in unimportant details, is still in force.

Order in Council of 1870.

Although England escaped the system of rotation in office, the party in power had, nevertheless, an extensive patronage in the vacancies arising from discharges, resignations, dismissals, deaths, and the creation of new departments. The character of the appointees is shown by contemporary comment. For instance, in 1873 the Chancellor of the Exchequer stated that:

Extensive patronage.

“Under the former system there never was such a thing known as a man’s being appointed because he was supposed to be fit for the place.”

Again, an official of long experience divides the appointees into three classes: First, those appointed from outside the service, for merit, after being well educated; second, diligent and faithful average civil servants, appointed through patronage, but possessing a thorough education; third, those constituting a majority—who had received little schooling and possessed the qualities of industry and intelligence in an astonishingly low degree.

Classes of appointees.

During the next twenty years various committees inquired as to possible reductions in the expenditures for the civil service. As a result a number of reforms were instituted, involving the abolishment of positions, a more equitable assignment of duties and compensation, a further division of positions for examination purposes, and an advance in standardization.

Further progress.

Coming down to present conditions, it is evident that unlimited competition is not yet universal but is continually advocated. Limited competition is being steadily extended to include many technical and professional positions. Although much insistence has been placed by various commissions, orders, and regulations upon promotion for merit only, seniority still has much weight. Investigation has demonstrated that undue influence is rarely exercised in connection with appointments and promotions to

Present conditions.

Seniority still important.

Feeling against
division
scheme and
restricted
promotion.

Recent report
by Haldane
Committee.

the higher positions and that public opinion insists on a strict observance of the civil service law. There is an increasingly powerful agitation within the service against the division of employees into a few arbitrary groups and the lack of free promotion from the lower grades to the highest positions.

A committee, appointed in July, 1917, of which Lord Haldane was chairman, and which included two eminent civil servants—Sir George Murray and Sir Robert Morant—has just issued a report. In commenting on existing conditions they state that there is much overlapping and consequent obscurity in the functions of the various departments, and they make some important proposals for reorganization and improvement.

The Commonwealth of Australia:

Technique of
classification
and standard-
ization similar
to Canadian.

The colonies have had the benefit of the experience of the mother country to guide them in coping with the evils of patronage. They have, particularly in the cases of the Commonwealth of Australia and the Dominion of New Zealand, made remarkable progress in establishing their public services in accordance with the most approved principles of scientific employment management. Their experience with the classification of public employments and the standardization of compensation is particularly interesting in this connection. While their technique differs in some important respects from that employed in the classification of the Dominion Civil Service during the past months, if we allow for the advances in methods of civil service administration which have been made in the years which have elapsed since their classifications were effected, it will be evident to anyone studying the records of their experience that the fundamental theories upon which they proceeded are the same, and that they are gradually evolving classifications very similar to that now proposed for Canada.

Civil Service
reform in
Australia.

The Commonwealth of Australia was established January 1, 1901, and under the authority of the constitution various Commonwealth Departments, including Posts, Telegraphs, and Telephones, were set up and the several State Departments merged therein. An act providing for the regulation of the public service received the Royal Assent on May 5, 1902. Under its authority a code of regulations was issued, which are highly comprehensive and contain much original matter. In this first annual report of 1904 the Public Service Commissioner says:

Classification
recognized as
first essential.

“Upon making a cursory survey of the condition of the Commonwealth Service as a whole, and of its constituent parts in particular—characterized as they were by no kind of uniformity or similitude, but clearly marked by utter heterogeneity—I was strongly impressed that before anything like a satisfactory administration could be achieved, the whole service must first of all be

classified on an uniform basis The end steadily borne in view has been the adoption of a scheme which, while being fair to the officers and allowing full value for the work performed, yet will not press unduly upon the finances of the Commonwealth."

So far as practicable the work performed by each employee or group of employees was minutely examined and in a period of seventeen months the entire service comprising 11,661 officials was classified and a report submitted to the Governor General. In submitting his report on the classification the Commissioner says:

Seventeen months to classify 11,661 positions.

"In formulating the scheme of classification an endeavour has been made to provide that every officer who gives efficient and willing service shall have a fair chance of advancement, and, at the same time, the organization of the service has been effected on such clearly defined lines as will, it is believed, materially assist in the economical and sound business administration of the departments."

Recommendations were also prepared regarding an up to date system of examinations, the holding of practical tests, the promotion of the deserving along scientific lines, and the periodical investigation of government departments by inspectors under the control of the Public Service Commissioner.

Recommendations.

Board of Appeal and Inquiry were constituted to pass upon appeals from classification and rulings of the Public Service Commissioner. Additions to salary were only to be granted on the recommendation of the Commissioner after full inquiry and report by the permanent head of the department concerned. The Commissioner also apportioned the number of employees in each division, class, or grade established which he considered necessary for the efficient working of each department or branch.

Apportionment of employees.

Greatly improved facilities were supplied for the transfer and promotion between departments of efficient employees. Section 42 of the Act defined efficiency as "special qualifications and aptitude for the discharge of the duties of the office to be filled together with merit and good diligent conduct". The Commissioner announced his intention of seeing that "all officers shall have, so far as possible, equal opportunities of reaching the highest ranks of service." Definite lines of promotion were set up and diagrammatically presented and the report goes on to say:

Transfer and promotion.

"The scope for promotion has been largely extended, the principle followed being to furnish an avenue of promotion for all classes of officers leading to positions of responsibility and importance. The point to be kept in view is that because an officer through force of circumstances, has been appointed to a particular position, his future outlook is not to be permanently blocked."

The Dominion of New Zealand:

In the Dominion of New Zealand the Public Service Act, 1912, combined under the control of a Commissioner and two Assistant Commissioners all departments of the public service except the Railways, the Legislative Department, the Police, and the military staffs of the Defence Department. It also empowered the Commissioner and his delegates to make periodical investigations of departments and required him to report to the Governor on the state of the public service once each year. There were also provisions regarding promotions, reductions or increases of salaries, the granting of increments dependent upon good conduct or the increase of importance of work, minimum salaries, and dismissals and removals. There were excellent clauses regarding the examination and appointment of civil servants, the filling of vacancies, the holding of promotion examinations, and the keeping of employment records.

Provisions
of Public
Service Act.

In his first report the Commissioner says:

Classification
the first
essential.

"The classification of the officers of the Public Service thus constituted was to be amongst the first duties of the Commissioner."

The 11,000 employees in the Civil Service were accordingly classified in a period of eight months. The schedules appended to the Act contained scales of salaries for the Professional and Clerical Divisions. In the Commissioner's first annual report he stated:

Compensation
left to Com-
missioner.

"The decision as to the divisions into which officers were to be placed and as to their grades of salaries within such divisions was left to the discretion of the Commissioner In regard to the General Division the responsibility for fixing scales of salaries is left to the Commissioner, as is also the question of remuneration for temporary officers."

Two very interesting reports were published embodying the results of intensive surveys of the efficiency of government departments, which unfortunately we have not space to treat in any detail. The following quotations, however, are of particular interest:

Efficiency
requirements.

"In connection with the efficiency bars which the Act places at certain points in the scales of salaries, it is for the Commissioner to determine what are to be the tests required The Act provides for the setting up of a Board of Appeal, to which officers dissatisfied with the ruling of the Commissioner or with their classification might appeal The Commissioner is further required to conduct investigations of departments, and to report periodically upon the results of such investigations. Wide powers are given for the reduction or dismissal of officers where this may be found necessary."

Critics and opponents of the classification of employments and the standardization of compensation would do well to devote some time to a sympathetic study of the course of civil service reform in the antipodes. Though the forces of blind prejudice and unthinking opposition to change of any sort were possibly not so well entrenched there as elsewhere, it is interesting and instructive to note how the very principles that are now advocated for the Canadian Civil Service have there been put into effect and operated with general satisfaction, while a marked tendency towards the adoption even in the same details of classification becomes continually more evident.

Lessons from
reforms in
the antipodes.

The Dominion of Canada:

The history of the Civil Service of Canada resembles that of other jurisdictions in that it brings out not only the evils resulting from the patronage system but also the slow progress made by reform forces in combatting the strongly entrenched spoils system and in establishing the service upon a proper basis. A complete account of the progress of Civil Service reform in Canada is available in the report of the Civil Service Commission of Canada for the year ending August 31, 1918. We shall not attempt to give therefore here more than a brief resume of the principal events.

History in
Canada same
as in other
countries.

In 1868 the first of a series of Royal Commissions was appointed and as a result of its work the first Civil Service Act applying to employees at Ottawa was adopted. Because of abuses another Royal Commission was appointed in 1880 which recommended extensions of the merit principle. Amendments to the Civil Service Act were made but gradually the statutes were weakened and the abuses became so pronounced that in 1891 a third Royal Commission made an investigation. This Commission made strong recommendations most of which were not however embodied in law. In 1907 another Royal Commission was appointed which agreed with previous Commissions in recommending that appointments be made by open competitive examinations and that a Civil Service Commission be established to hold such examinations. In 1908 these repeated recommendations were finally followed and a statute enacted establishing a Commission with appropriate powers but with its jurisdiction limited to the "Inside Service."

Series of Royal
Commissions.

The need for civil service reform became so acute with the passing of time and particularly with the need for making the best use of the nation's energy in winning the war that in the general election in December, 1917, one of the parties pledged itself to this reform in its platform. On the 24th of May, 1918, a very advanced civil service law was enacted extending the jurisdiction of the Commission to the large

The Act of
1918.

"Outside Service" and clothing it with broad powers with regard to examinations and investigations and making mandatory an immediate classification of the "Outside Service."

Activities
of present
commission.

Since May 24, 1918, civil service history in Canada has been made rapidly. The Secretary of the Commission, who as former President of the National Assembly of Civil Service Commissioners, was thoroughly conversant with the best modern practice in Civil Service administration, took steps to see that the work on the classification presented herewith was begun at an earlier date. The Secretary and the Commission should be given credit not only for an early start on the work but also for pushing it to completion in less time and at less cost than was required for other classifications presenting fewer problems and a smaller volume of work.

Establishment
of merit
principle.

The Commission, during the prosecution of the classification work by its Organization Branch, turned to other work. In the past year it has established firmly the application of the merit principle to the "Outside Service" and has applied the principle of open competitive examinations to such diverse positions as lighthouse keepers in isolated localities to the important position of Purchasing Agent, War Purchasing Commission. It has constantly insisted that the law means just what it says and applies to all departments and portions of the Civil Service. It has not shirked its duty by admitting that all sorts of positions are "professional and technical" and should be filled without examination. In fact it has conceded this exemption in the case of only one position during the year the new Act has been in force. The establishment of this principle alone would be a noteworthy accomplishment in such a short time.

Organization
v.

The Commission has also seriously attacked the abuses of bad organization and overmanning upon which every Royal Commission and other investigating body has commented for fifty years and is now actively engaged in remedying some of the conditions so often criticized. A reorganization of the Department of Public Printing and Stationery is now under way with the idea of installing methods of procedure necessary to carry on the work in the most efficient and economical manner. The Commission has also worked out the organization of its own administrative staff in a way to enable it to have real employment control over the sixty thousand or more employees in the Civil Service of Canada.

Further
progress
planned.

The Commission is ready, as soon as the classification is adopted by Parliament and the necessary amendments to the Civil Service Act made, to carry the classification into effect, to adopt the new regulations necessary to control examinations, appointments, transfers, promotions, lay offs, resignations, suspensions, and other civil service transactions in the entire

service, and to put into effect an examination policy which will provide the departments with the proper personnel. It is also ready to undertake organization studies in order to determine the kind and number of employees needed by the various departments and to work out, in co-operation with the department officials, proper methods of administrative procedure.

It is a noteworthy fact that although many committees and individuals have investigated, reported, criticized, and generalized regarding conditions in the Civil Service of Canada known to be subject to improvement, it remained for the present Commission to settle down to the exacting, tedious, and thankless task of providing the foundations upon which actual improvement could be based.

The United States:*

Civil Service reform in the United States began when the general public awoke to a realization of the enormous waste of public funds under the spoils system with its principle of rotation in office. The fight against the patronage system began to show as early as 1850, when efforts were made to have laws enacted taking appointments away from the control of those who could use them to further their office-seeking ambitions. Results appeared in 1853 when the first regulation restricting the right of appointment was put into effect. At that time the salary grading which is now in force in the departments of the Federal Government was adopted. The next noteworthy step in reform came in 1871, when Congress authorized the President to lay down general rules for admission to the Civil Service.

In 1883, the passage of the civil service act represented the climax of the reform movement of the preceding thirty years. This act came as the direct result of the shooting of President Garfield by a disappointed office-seeker who thought he had been promised a position which he never obtained. The act provided a staff to inquire, to advise and report, to prepare rules and regulations, to hold examinations, to keep registers, and to certify candidates. Judged by modern standards it, as well as similar State laws, was of rather a negative character as they were drawn primarily to combat the patronage system and did not furnish any comprehensive program of employment control.

When the civil service act was passed, the need of a systematic and coherent organization of the service was apparent, since the various parts had grown up under different systems. It was foreseen that the service could not be put upon a firm foundation

*A recent article by John T. Doyle, Secretary of the United States Civil Service Commission, is authority for a number of statements in this section.

until a classification upon a uniform basis was effected. Accordingly bills were introduced in both House and Senate to establish a Commission to investigate and report a gradation of salaries on the basis of duties and a uniform practice as to leaves of absence. It was stated in a preamble to one of these bills that great inequalities had arisen in salaries, due in part to the fact that such salaries had been arbitrarily fixed in individual cases and at various times without any comprehensive standard. In a speech in the House on March 30, 1886, on a bill to secure an equitable classification and compensation, the Honourable William R. Cox said, in part:

"It would take away from the heads of the departments a generous discretion, which in some instances would be abused, and remove the temptation to extravagance and favoritism by pointing directly to the specific object of the appropriation."

"No attempt is made at grading the work by the pay, and pay by the work and responsibility, and under the present system it is impossible for Congress to give its time and attention to correcting abuses."

The civil service law remedied the more flagrant abuses of patronage but it did not furnish a basis which would enable governmental operation to keep step with progress in the business world. With the development of efficiency principles and methods in private business, the public began to inquire why public business could not also be conducted on an efficient and economical basis. This development in private business brought into more glaring prominence the unsatisfactory conditions in the public service and the average voter began to ask why public officials should adhere to out of date and wasteful practices.

From 1883 on, it has been recognized that a prerequisite to the establishment of a proper method of employment control and the efficiency that goes with it is the classification upon a duties basis. The classification of 1853-54 has long since been outgrown. The number of employees in the district of Columbia alone has grown from the 700 then in the service to 104,000, exclusive of postal employees, and the work has become so voluminous and complicated that it is no longer possible to adjust salaries to duties from personal observation on the part of those in charge.

Recognizing the need for an improvement of employment conditions the Congress of the United States early in 1919 created a Joint Commission on Reclassification which consists

"of three Senators . . . to be appointed by the President of the Senate, and three Representatives . . . to be appointed by the Speaker. Said Commission shall submit its report and recommendations as early as possible, and in any event, by the second Monday in

Growth
of service.

Congress
appoints a
"Reclassification
Commission".

January, 1920 and the members of such Commission shall receive a compensation at the rate of \$625 per month unless they are receiving other compensation from the Government It shall be the duty of the commission to investigate the rates of compensation paid to civilian employees by the municipal government and the various executive departments and other governmental establishments and report by bill or otherwise what reclassification and readjustment of compensation should be made so as to provide uniform and equitable pay for the same character of employment . . ."

This Commission has been actively engaged on the work for several months. It is acquainting itself with the functions of each unit of each department and the nature of the work and responsibilities appertaining to each individual position. It is classifying the 104,000 positions in the District of Columbia on the fundamental basis of the character of the employment involved and is not only keeping its records of the service strictly up to date but it is providing for the recording in its classification of all changes of positions in the service in order that the original study need never be repeated and the "uniform and equitable" standards of compensation set up for each class of employment may be readily applied to the service in general and in particular at any time. It has, thus far, sent out over a hundred thousand questionnaires to be filled out by employees and immediate superiors to furnish the preliminary data regarding the work pertaining to positions in the service.

The Commission's program.

The Commission has organized departmental committees to assist it in its work. It has retained experts, experienced in undertakings of this kind, to direct its staff and to advise as to the technical features of the undertaking. It is organizing a staff which, according to present estimates, will include at least eight classification investigators, sixteen preliminary classifiers, twelve expert classifiers, an organization expert, a schedule expert, a director, an assistant to the director, an office force of from fifteen to twenty clerical and stenographic employees, a research staff, advisory committees of citizens, and advisory committees of civil service employees and supervisory officials (these latter committees comprising some seven hundred people).

Commission retains specialists.

The City of Chicago:

While a thorough going civil service law providing for the merit system in Chicago became effective in 1895, many years passed before its application along modern scientific lines was attempted. The grading of positions was based on compensation rather than on duties and responsibilities and salary

Law of 1895.

appropriations were made without regard to the requirements as to training and ability.

In 1900, the necessity of recording the individual efficiency of employees, appears first to have been recognized by the Civil Service Commission. A plan for developing such records was introduced but proved a failure because, without a proper classification based on duties and without uniformity of salaries, it was found impossible to standardize employment.

Duties grading
recommended.

Again in 1905, the Commission took up the problem of improving the methods of administering the civil service. By this time, however, the fallacy of a grading based on compensation was well recognized and a "system of grading worked out on the lines of the particular duties performed" was recommended by the President of the Commission in his annual report. It was further stated that following such change in the scheme of grading it would be necessary to establish a system of compensation having a direct relation to the kind and responsibility of work in which employees are engaged.

Classification
completed.

It was not until 1908 that constructive work looking toward standardization was begun. Early in 1909 a special efficiency commission was appointed to study the problem. As a result of its recommendations a special staff, called the efficiency division, was appointed to work in the office of the Civil Service Commission. The functions of this staff were almost identical with those of the present Organization Branch of the Civil Service Commission of Canada. It was this staff which for the first time made an effective effort to classify a civil service on the basis of the duties and responsibilities of positions in that city or in fact in the United States. This classification involved the study of the duties of the entire service, including over 15,000 positions. After a period of eight months' labour a report was submitted providing a plan of classification based on duties, together with a set of charts indicating departmental organization and lines of authority, and making recommendations on many matters of organization and procedure.

Classification
adopted.

Classification
applied.

The principles and plan presented in this original report were adopted. The new procedure, involving both original and promotion examinations based on duties and qualifications, was worked out and has ever since been successfully applied. The city council has incorporated the most fundamental features of the programme into the fiscal policy of the city, the most important of which being that salaries are appropriated on the basis of classification and not otherwise. In addition, annual increases are anticipated and provided for in the annual budget and appropriations for such increases are made to departments to be applied according to the provisions of the classification plan.

There have been no material changes developed in the principles of the Chicago classification in subsequent work in the United States. The plan of uniform salaries, minima and maxima, increases within the range on proved efficiency, promotion on merit, cooperation between appropriating, managing and employing authorities, in classifying and standardizing positions as successfully and continuously applied in that service has been generally accepted as sound and desirable.

• The City of Pittsburgh:

An investigation of the employment conditions of the municipal government of Pittsburgh, Pennsylvania, was authorized in 1914 by the City Council. The primary objects of the study were to equalize salary rates for the same or similar kinds of work and to formulate a definite civil service program for the enforcement of entrance, transfer, and promotion regulations by the Civil Service Commission.

Investigation of employment conditions authorized in 1914. Objects of study.

The defective conditions at the time of the study, from the point of view of compensation and civil service control, may be summarized as no fixed entrance rates, no fixed maximum rates, no uniform basis of advancement, an inadequate system of promotion, multiplicity of titles, and misuse of titles.

Defects in existing employment conditions.

The report on standardization of salary grades and rates was submitted October 1, 1914. Under date of May 20, 1915, a resolution of the Council was enacted virtually applying the principal features of the standardization program as outlined. The close analysis made in the course of the study incidentally revealed that a large number of positions could be abolished without detriment to the service. Recommendations along this line were not contained in the report proper but the information was used later and resulted in large savings.

Report submitted and adopted.

Incidental savings indicated.

Another indirect result of the standardization work, arose from the accumulation during the study, of a fund of related information on the organization and procedure of various bureaus and offices. This information showed inconsistencies of procedure, duplication of work, antiquated methods, overlapping jurisdictions, and the possibility of important changes in organization. This information was used as the basis of subsequent improvement.

Information on organization and system secured.

The City of New York:*

The need for standardizing conditions of employment in the public service was officially recognized by the City of New York in January, 1910, by a resolution of the Board of Estimate and Apportionment.

Need of standardization recognized 1910.

Through the antagonism of the Board of Aldermen and the hostile or indifferent attitude of department heads, the initiation

Opposition and lack of funds.

*Abstracted from the reports of the New York City Bureau of Municipal Research.

Beginning made 1912.	of the standardization work was delayed for over a year and then the investigation was hampered by lack of funds. A start on the work was made by a study of employment conditions in the department of finance and a report of findings was submitted under date of July 26, 1912, as a result of which the comptroller urged the prosecution of the work throughout all the city departments. To this end a sub-committee of the Board of Estimate and Apportionment was appointed which on October 17, 1912, submitted to the Board a report describing what was conceived to be the proper scope of the enterprise if undertaken for the whole city and outlining a work program. This report was approved and \$25,000 allotted to finance the temporary staff until the next year's appropriations could be made available. To put the work on a basis which would enable the Board to complete it within a reasonable time an item was put in the budget of 1913. This item was voted and during 1913 the work was continued under the direction of the sub-committee.
Program outlined.	
Unsatisfactory progress in 1913.	During 1913 the work lagged and much of it was ineffective. This was due to lack of expertness of personnel, defects in organization, lack of direction, faulty procedure, and difficulties in dealing with department officials and employees.
Reasons.	
Creation of Bureau of Standards 1914.	In April, 1914, a "Bureau of Standards" was created as a permanent staff agency of the Board of Estimate and Apportionment, one of its functions being to take over and continue the work of the sub-committee.
Information obtained on situation.	Among the first things undertaken by this Bureau was the collection of accurate and up to date information concerning the work and working conditions of each employee of the city.
Classification adopted.	From these data, a classification was adopted based on the relation of one employment to another, and specifications for each kind of employment were drafted, based on the work requirements and the training and experience needed to meet them. A definite scale of salaries based on work requirements was also proposed. In November, 1914, the director of the Bureau of Standards rendered his first report on salaries and grades, containing in detail a plan for the classification of employments in the City of New York. No action was taken by the Board of Estimate and Apportionment on this report.
First report submitted 1914.	The first drafts of the classification, specifications, and salary rates were made the subject of discussion. Many inter-department and other conferences were held and a wide correspondence conducted. Finally, on March 20, 1915, the director of the Bureau of Standards reported that his bureau was prepared to submit for consideration definite work specifications and compensation grades for the different kinds of service performed by city employees. This report also met with delay and it was not until July, 1915, after various urgent representations, that
Discussion on report.	
Delays.	

the printing of the specifications for even one service was formally approved.

During the last months of 1915 and the early part of 1916, further progress was made toward standardization by utilizing the results of the work of the Bureau of Standards. In June, 1916, the standard specifications including all but the police and fire services were published. The police service was issued subsequently.

Standard specifications published 1916.

The specifications were drawn with the idea that they should be such as would lay the foundation for the administration of appointments; salary advances within grades; promotions from one grade to another; transfers; discipline, including suspensions and removals; retirement and pension allowances; developing efficiency in the civil service; provisions for improvement and for the comfort and welfare of civil servants by officers who could be held responsible for the enforcement of rules and regulations passed by the Board of Aldermen and other controlling bodies. To do this, it was necessary to classify employments according to the special abilities required and clearly to define each employment and its requirements so that appointments, promotions, and the rewards for service might be based upon well understood standards.

Purpose of specifications.

Principles of classification.

The cost of preparing the "specifications" (the classification) during the four years exceeded \$400,000. Between 60,000 and 70,000 positions were involved.

Cost of work.

These specifications are now being used by the city financial authorities although they have not, it is understood, been incorporated in the civil service system.

Use of classification.

The State of New York:*

The Legislature of the State of New York in the course of its 1915 session created the Senate Committee on Civil Service to take cognizance of all matters relating to the control and regulation of the civil service of the State. This committee was constituted primarily to study employment conditions in order to formulate a basis for the reclassification of positions and the standardization of salary grades and rates. After the committee had made a preliminary report, the Legislature authorized the continuance of the inquiry.

Senate Committee on Civil Service created 1915.

Purpose of committee.

Under this authority the committee made a comprehensive inquiry not only into employment conditions but also into the governmental machinery and the administrative procedure. Their report was submitted on March 27, 1916.

Scope of inquiry.

The committee found what it considered convincing evidence that the business of the State was transacted with a considerable amount of waste, and laid much of this waste to faults in the

Findings of committee.

*Abstracted from the report of the Horton Committee.

existing system of civil service administration. Among the most important findings reported by the Commission were the following:

Irregularity in rates of pay.

Much irregularity in rates of pay, with many instances of overpayment. The amount of excess of the old rates over the maximum rates recommended for the standards of work involved aggregated \$380,082. The aggregate amount of underpayment was \$83,050. This irregularity of compensation arose particularly from two sources—the practice of making appointment to the same line and grade of work at widely different rates, and the practice of advancing and promoting employees without proper reference to relative merit or change of duties.

Causes of irregularity.

Fictitious and unnecessary titles.

The committee found a multiplicity of fictitious and unnecessary titles, causing confusion of work, friction between employees, and administrative difficulties in assigning and controlling the personnel. 943 such titles came to light. In this connection the report says:

“Employees performing miscellaneous clerical work which would reasonably warrant an annual compensation of from \$840 to \$1,200 per annum, and which should be classified under one standard title, are now receiving a variety of salary rates from \$600 to \$2,700 per annum, under 98 titles.”

System of advancement and promotion improper.

As regards advancement and promotion, the report states that the system is inadequate and inequitable and has produced conditions unjust to the employee and extremely costly to the State. Advancement has been influenced often by accident or considerations of personal preference. Little weight has been given to demonstrated merit, efficiency, or length of service. Promotion is permitted under the present civil service law from one salary grade to another without change of duties and under this clause employees have, with little or no increase in responsibility, been indiscriminately advanced again and again. Increase in salaries have been given without reference to relative merit or length of service. Promotions have been administered within narrow limits, largely owing to the restrictions of the law. In the committee's opinion, “Perhaps no factor has done as much to lower the working efficiency of state employees as the haphazard and irregular advancement and promotion system which has given too little recognition of the competent and too much protection and recognition of the incompetent.”

Organization antiquated and procedure inefficient.

Concerning organization and procedure the report comments as follows:

“Antiquated forms of organization, duplication of work, and unbusinesslike methods are closely related to unstandardized system of employment control. Duplication of effort extends in all directions So marked is the lost motion, and so extensive the duplication of work and the overlapping of duties with respect

to similar functions of government, that very substantial changes effecting considerable economies may be made in some departments”

The committee found a lack of proper qualifications and preliminary training of employees. Many employees engaged in routine work of various kinds were not qualified to perform properly their duties, due largely to a lack of adequate preliminary training. Their entrance to the State service without such training is explained by the fact that some of them were subject to no examination before appointment and that the examination taken by others as a basis for appointment did not contain practical tests which would insure ability on the part of the successful candidates to perform properly the duties attached to the position.

Qualifications and training lacking.

The committee found 1,616 “exempt” positions within the so called classified service of the State administrative departments and other offices which were filled without examination or other competitive civil service requirements. While admitting that appointment without competition does not necessarily prevent the selection of competent employees, the committee points out that this policy does not insure the selection of competent employees and almost invariably leads to retirement by reason of change of administration or other incident before the best results are obtained—a condition which is responsible for needlessly recurring waste.

“Exempt” positions.

Effect of policy.

A lack of standards to control the output of employees is deprecated by the committee. Individual efficiency, for the most part, has not been properly developed through systematic supervision and control so that the individual performance of employees is one-third less than that which would be expected of them by private employers.

Lack of efficiency standards.

From its study of the existing conditions, the committee recognized that the State needs a constructive employment programme for its governmental agencies looking toward the establishment of a permanent expert personnel. The committee concluded that this means a fundamental reorganization of the present practice and proceeded to prepare and submit a constructive programme.

Constructive employment program needed.

In pursuance of its programme, the committee prepared a complete and comprehensive code of basic standards governing personal service (a classification) and submitted this code with its report, under the title “Specifications of Personal Service”. This code included 157 schedules governing a corresponding number of distinctive lines of work. Each schedule prescribed the basic conditions governing the appointment, promotion, and compensation of the employees engaged in the line of work specified. These schedules contemplated the introduction for each line of work of standard titles, standard

Classification submitted.

Contents of schedules.

work requirements and duties, standard minimum qualifications for appointment, advancement, and promotion, and standard rates of compensation.

Purpose of classification.

This classification was intended to have certain definite purposes:

Base salary grades on work.

1. To set up natural salary grades related to definite standards of work and afford not only a basis for standardizing compensation in relation to the value of work rendered but also a basis for proper promotional control.

Uniform raises.

2. To set up a uniform standard schedule to govern salary increments.

Establish distinct grades.

3. To establish definite salary grades with related work standards, under arrangement where advancement from one grade to the next higher will necessarily involve a change of duties and competitive examination, and will be possible only where an opportunity for such advancement is made by vacancy of an existing position or the creation of a new position.

Better systems of advancement.

4. To effect substantial savings in all services and at the same time establish an adequate and equitable system of advancement.

Benefit employees

5. To confer definite benefits upon the employee by giving him greater opportunity to work out a career on the basis of individual merit.

Statutory positions.

6. To bring non-policy determining statutory positions under the specifications for personal service.

Present employees protected.

The recommendation as to the manner and methods of applying the basic standards set up a policy which was intended to furnish adequate protection to present employees.

Cost of work.

It is said that the total cost of the work was approximately \$200,000. Some 17,000 positions were involved.

Present status.

The committee's classification report was adopted by the Senate but failed of passage in the House. The work is now being brought up to date and has, it is said, the support of the present State administration.





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